

Annual Report
of the
Federal Security
Agency

SECTION
TWO

U. S. Office
of Education

1947

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of Education

FOR THE FISCAL YEAR

1947

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FEDERAL SECURITY AGENCY - OSCAR R. EWING, Administrator
U. S. Office of Education - - - JOHN W. STUDEBAKER, Commissioner

UNITED STATES GOVERNMENT PRINTING OFFICE - - - WASHINGTON : 1948

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FEDERAL SECURITY AGENCY

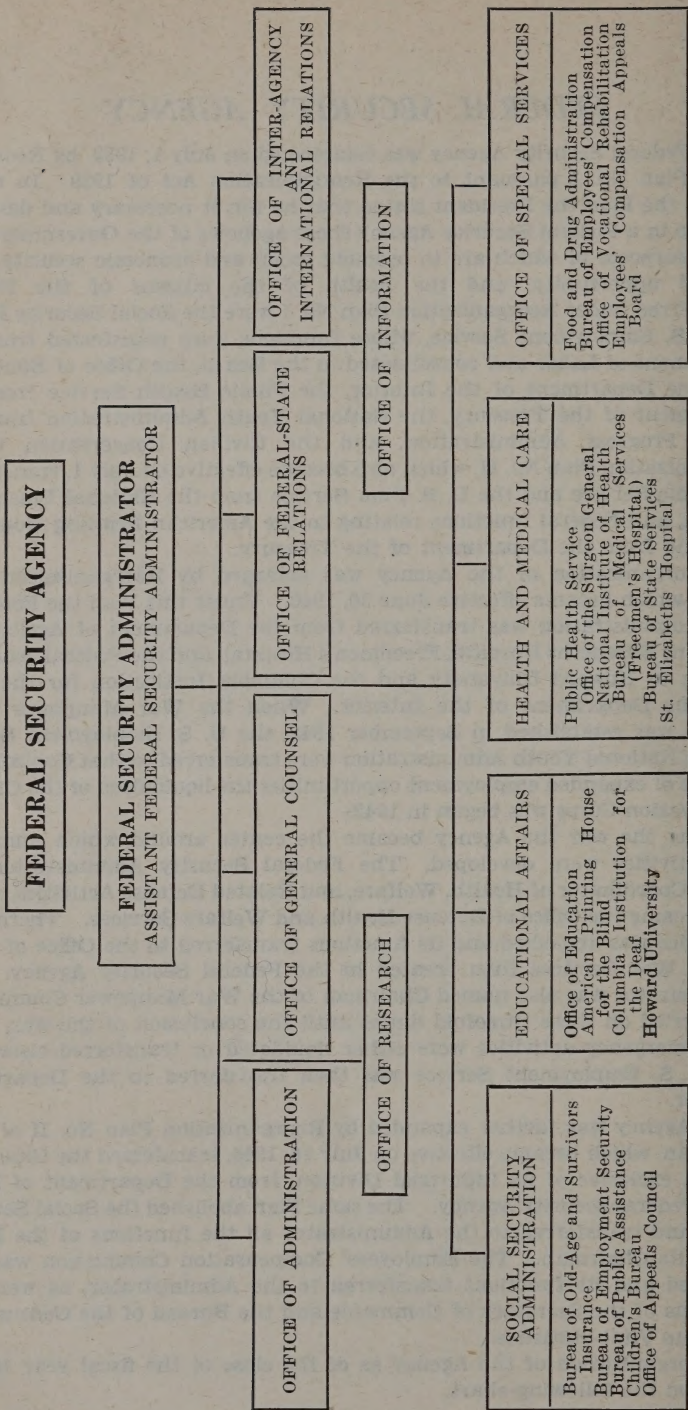
The Federal Security Agency was established on July 1, 1939, by Reorganization Plan No. I pursuant to the Reorganization Act of 1939. In transmitting the Plan the President stated that he felt it necessary and desirable to group in a Federal Security Agency those agencies of the Government, the major purposes of which are to promote social and economic security, educational opportunity, and the health of the citizens of the Nation. Transferred under Reorganization Plan No. I were the Social Security Board, the U. S. Employment Service, whose functions were transferred from the Department of Labor and consolidated in the Board, the Office of Education from the Department of the Interior, the Public Health Service from the Department of the Treasury, the National Youth Administration from the Works Progress Administration, and the Civilian Conservation Corps. Reorganization Plan No. II, which also became effective on July 1, transferred the Radio Service and the U. S. Film Service from the National Emergency Council, and Federal functions relating to the American Printing House for the Blind from the Department of the Treasury.

The organization of the Agency was enlarged by Reorganization Plan No. IV, which became effective June 30, 1940. Under this Plan the Food and Drug Administration was transferred from the Department of Agriculture, and Saint Elizabeths Hospital, Freedmen's Hospital, and the Federal functions relating to Howard University and the Columbia Institution for the Deaf from the Department of the Interior. When the War Manpower Commission was established in September 1942, the U. S. Employment Service and the National Youth Administration were transferred to that Commission. Because of expanded employment opportunities the liquidation of the Civilian Conservation Corps was begun in 1942.

During the war the Agency became the center around which numerous war activities were developed. The Federal Security Administrator was named Coordinator of Health, Welfare, and Related Defense Activities, which later became the Office of Defense Health and Welfare Services. Thereafter, this Office was abolished and its functions transferred to the Office of Community War Services then created in the Federal Security Agency. The Administrator was also named Chairman of the War Manpower Commission and carried on these threefold duties until the conclusion of the war, when these emergency activities were either liquidated or transferred elsewhere. The U. S. Employment Service was then transferred to the Department of Labor.

The Agency was further expanded by Reorganization Plan No. II of 1946. This Plan, which became effective on July 16, 1946, transferred the Children's Bureau, exclusive of its Industrial Division, from the Department of Labor to the Federal Security Agency. The same Plan abolished the Social Security Board and transferred to the Administrator all the functions of the Board and of its Chairman. The Employees' Compensation Commission was also abolished and its functions transferred to the Administrator, as were the functions of the Secretary of Commerce and the Bureau of the Census with respect to Vital Statistics.

The organization of the Agency as of the close of the fiscal year 1947 is shown on the following chart.



LETTER OF TRANSMITTAL

FEDERAL SECURITY AGENCY,
U. S. OFFICE OF EDUCATION,
Washington 25, D. C., October 1, 1947.

The Honorable OSCAR R. EWING,
Federal Security Administrator.

SIR: I herewith submit the annual report embracing the activities of the U. S. Office of Education for the fiscal year ending June 30, 1947.

Respectfully,

JOHN W. STUDEBAKER,
U. S. Commissioner of Education.

SECTION TWO

OFFICE OF EDUCATION

INTRODUCTION

WHEN THE HISTORIANS come to record the developments of the past year they will probably set in bold italics the grave disappointment and growing anxiety of the American people with respect to the fruits of World War II. With the coming of victory our hope had been for an end of international strife and for cooperation in the establishment of a rule of law among the nations of the world. Yet, as the peace settlements and economic reconstruction have been delayed, as the United Nations has experienced extreme difficulties in dealing with obvious threats to the peace, and as the awful threat of an atomic arms race has continued to overshadow the world, earlier confidence in the prospect for international cooperation and concord has diminished rapidly.

Adding to the sobering realization that we are living in precarious times was the report of the President's Advisory Commission on Universal Training published in the spring of 1947. In addition to recommending prompt legislative provision for 1 year of military training for all able-bodied young American males between their seventeenth and twenty-first birthdays, the Commission was only slightly less emphatic in urging action respecting five other elements in an "integrated national security program." The first of these provides the theme for the Introduction to this Annual Report to the Congress.

"Our Number One security requirement," said the Commission, "is a strong united Nation . . . It is not sufficient to take our democracy for granted. We must concentrate our attention on keeping it vibrant and alive to expanding social and economic needs. In particular we must be concerned with the following things: (1) A healthy economy reflected in full production, full employment, industrial peace and the avoidance of recurring economic crises or inflation . . . (2) A high level of general education throughout the country, with advanced schooling made the privilege of all who can qualify for it by their own merit . . . (3) Improved physical and mental health, not only for the happiness they would bring, but also to make available to the

country, in peace or war, its full potential manpower resources . . .

(4) An understanding of democracy and an increased sense of personal responsibility on the part of every individual for making democracy work . . ."

To the achievement of this "Number One security requirement," education has a contribution to make of Number One importance. To strengthen education is to contribute mightily to a healthy economy, improved physical and mental health, an understanding of democracy, and a greater sense of personal responsibility for its success. To achieve "a high level of general education throughout the country, with advanced schooling the privilege of all who can qualify for it on their merit" is to assure an electorate competent to keep democracy "vibrant and alive to expanding social and economic needs."

The achievement, in the interest of the national security, of a strengthened educational program "throughout the country" cannot be solely the responsibility of the several individual States. A national objective implies a national responsibility for leadership and assistance. This responsibility the President's Commission recognized, although it refrained from making specific recommendation as to ways and means by which the national responsibility might be discharged. I invite your attention to three such specifics.

I submit that the national responsibility for leadership and assistance in strengthening education requires for its discharge Congressional action on three fronts: (1) General Federal aid to education; (2) Federal scholarships; (3) continued expansion of the staff and services of the United States Office of Education.

The necessity for Federal financial assistance to assure a reasonable national minimum of educational opportunity in every State and community has repeatedly been urged by United States Commissioners of Education. Year after year groups of citizens have appeared before committees of Congress to present testimony in favor of one Federal aid bill or another. Year after year, in peace and lately in war, the evidence of need has accumulated. It fills volumes of printed testimony. Year after year the deplorable results of educational discrepancies between richer and poorer States, between urban and rural communities, and between schools for white and for Negro children have been pointed out. Why is nothing done? Surely it is not that we cannot afford it. The annual cost would be trifling in comparison with what the Nation now pays in wasted human talent for the lack of universally strong schools and school systems; or in comparison with the economic dividends that would accrue from what the United States Chamber of Commerce terms "Education—An Investment in People."

A second front on which national educational leadership and assistance should be forthcoming is in the prompt congressional provision of

a program of Federal scholarships and fellowships which will make, in the words of the President's Commission, "advanced schooling the privilege of all who can qualify for it by their own merit." National conservation of our human resources is imperative in any "integrated national security program." To cite but one example, there is at present urgent need to make up wartime arrears in the training of scientists. Many more highly trained scientists are needed to expand the research activities upon which our future national security and industrial progress so largely depend. That need will be met in part through sharply expanded programs of scientific training in our colleges and universities now being conducted under stimulation of the present temporary program of Federal scholarships for GI's. The success of this GI education program argues for the development, before 1950, when that program tapers off, of a permanent program of Federal scholarship grants to be administered in the interest of the national need for trained leadership, not alone in scientific fields, but in all fields of learning and open to "all who can qualify . . . by their own merit" for advanced schooling. By such a system of Federal scholarships the national interest in the further strengthening and democratization of higher educational opportunities can be permanently assured. At the same time the essential autonomy of the colleges and universities and the essential democratic freedom of learners to choose the studies they wish to pursue can be left unimpaired.

The third front for recommended congressional action is continued support for further expansion of the staff and services of the United States Office of Education to provide needed leadership and advisory assistance to schools and colleges which voluntarily seek such assistance. This recommendation is not motivated by any bureaucratic urge for prestige or authority. Rather it springs from a conviction, based on more than 2 decades of experience in the States and 13 years as Commissioner, of the need for a well-staffed United States Office of Education to enable it to discharge its essential statutory functions.

I am not unmindful of the encouraging increase in interest and support accorded the United States Office of Education by recent Congresses. Yet the fact remains that the Office still is inadequately staffed to fulfill its statutory mandate or to meet the proper service expectancies of the schools and colleges of the Nation. The fact also remains that the United States Office of Education, after an existence of more than three-quarters of a century, is today only a relatively small bureau in the Federal Security Agency.

Important Federal educational functions are distributed among numerous governmental agencies. Because the Federal education office has been ill-equipped to perform its functions with respect to the total field of education some of those functions have naturally been assumed by other and stronger agencies. The resultant dispersal

of educational functions and of educational leadership in the Federal Government structure has long since created a situation which fully justifies the closest scrutiny. It is to be hoped that the recently appointed 12-man Commission on organization of the Executive Branch of the Government will not neglect this field of inquiry.

These, then, in brief are my recommendations to the Congress as called for by the statute establishing the Office. In the ensuing pages of this annual report you will find reflected some of the concerns of American educators during this second postwar year, together with a brief record of various projects and accomplishments of the several Divisions of the Office in relation to those concerns. It is hoped that the reading of that record will give some indication of the ways in which a relatively small but capable and hard-working staff in the Office of Education has devoted itself to "promotion of the cause of education throughout the country" during the fiscal year ending June 30, 1947.

JOHN W. STUDEBAKER,
U. S. Commissioner of Education.

ELEMENTARY EDUCATION

"School's in Sesssion"

Nothing dramatic happened in elementary education during the year—except—the schools stayed open and continued to serve more than 20 million children. That, however, was drama of heroic proportions.

These things were being said about the schools—in newspapers, magazines, lectures, sermons, and radio broadcasts:

Approximately 110,000 teachers were teaching on emergency licenses. This means that 2,000,000 children depended for instruction on individuals who did not possess the minimum requirements for standard teaching certificates.

Probably from 5 to 6 million additional children were dependent upon teachers who have less than 4-year college degrees, at a time when the level of training of the general adult population has itself attained second year of high school. At this rate the teaching profession must exert itself to be in a leadership position.

Many schools are reporting half or more of their teachers new in their positions, at a time when young children especially need a sense of stability and certainty.

The number of young persons who elect teaching as a vocation and the proportion of those who choose to be elementary-school teachers are both declining. Bad as the current situation is, it cannot but be worse in elementary schools in the next few years.

Construction has not caught up with war-connected shortages, so that overcrowded buildings, large classes, half-day sessions, inadequate facilities and supplies are common.

The beginning of the ground-swell in increased enrollments due to war-time increases in births has reached primary grades. Where there was one first-grade teacher, many schools will now need two, at a time of severe teacher shortage.

Nevertheless, schools continued almost without a break—some even lengthened the school year; teacher memberships in professional organizations steadily increased; and curriculum workshops, courses of study, teachers meetings, and other indications of professional activity to improve children's school experiences continued and multiplied.

There is no doubt however, that elementary education faces one of its worst crises, not only in the matter of shortages of staff and facilities but also in the degree of confidence placed in it by homes and communities.

Program Plans of the Division

Early in the year, the anticipated activities of the staff of the Elementary Education Division were itemized and described in 34 pro-

jects. Some of these were specific activities to be completed at a certain time, such as manuscripts for publication. Others were continuing activities, which carried over from year to year. In general they were of four types: (1) A variety of activities carried on in cooperating with professional and public service organizations and agencies; (2) the organization and improvement of information services; (3) the production of manuscripts; and (4) consultative services in the field of elementary education. The following report of staff activities for the year 1946-47 is organized around these four headings.

Cooperating With Educational Organizations and Agencies

State Directors of Elementary Education

During the year the Division continued its cooperative relationships with the Association of State Directors of Elementary Education. The annual meeting of this Association, held in Chicago, brought together the persons responsible for elementary education at the State level in 24 States. These persons, under Chief State School Officers, administer State laws relating to elementary schools, prepare curriculum guides, establish or help to establish training and certification standards, develop leadership in local school systems, and carry out other important functions which determine in large measure the character and the quality of the education which is provided for millions of elementary school children.

At the Chicago meeting the program centered on progress reports of the Association's six committees: 1. *Characteristics of a Good Elementary School*; 2. *Coordination of School and Community Services for a 12-Month Developmental Program for Elementary School Children*; 3. *Programs for Children Below 6*; 4. *Techniques for Stimulation of Curriculum Development Throughout a State*; 5. *Programs for the Continuous Professional Preparation of Teachers*; 6. *School Housing Facilities for a Desirable Educational Program*.

Later in the year, members of four of the six committees met in Washington to carry their reports another step toward publication, which is anticipated for the coming year.

State Directors of Special Education

Similarly the Office has continued its cooperation with the Conference of State Directors and Supervisors of Special Education, the association for State department officials who carry responsibility for developing and improving the States' programs for exceptional children and youth. In May, under the leadership of the chief of the section on education of exceptional children, and with the cooperation of the Conference of State Directors and Supervisors of Special Edu-

cation, a conference was held to make plans for analyzing current State legislation, looking toward a comprehensive digest and interpretation of the same. It is expected that a publication on this subject will result, under the joint authorship of the Office of Education and the Conference.

Health Education Conference

Convinced of the critical importance of a concerted effort to improve health education in the elementary schools, the Division held a work conference on the school health program in cooperation with the Southern Regional Association of the Department of Health, Physical Education, and Recreation of the National Education Association. Thirteen States were represented at this work conference by health education and general elementary education supervisors from city and State departments of education, by health educators from health departments, and by members of college health education staffs. A statement of recommended program resulted. Equally valuable was the experience of the generalists and the specialists in health education in planning together.

Conference of Leaders in Elementary Education

A high light of the year was the Leadership Conference in June, at which representatives of 17 national organizations met with the staff of the Elementary Education Division. The conference brought leaders in various aspects of education which have some relation to children in the elementary school, so that they might plan together for better things for those children. The list of organizations included both subject-matter groups and general education groups which have active programs in elementary education.

The first session of the conference centered on current problems in elementary education representing serious unmet needs of children. They are many: Programs for children under 6 years of age; year-round programs for elementary school children; the coordination of county school systems so as to assure appropriate programs for all children and youth; continuity of planning for elementary and secondary schools in a school system; a class size conducive to children's individual development; salaries sufficient to attract and hold the kind of teachers every child should have; arrangements for teachers to work on curriculum programs; and many others. At the end of the conference a committee summarized the discussion under the headings (a) Obstacles to the development of better elementary schools: in the teacher, in the school, in the community, in the State department of education or in State laws; and (b) Recommendations for overcoming these obstacles.

Two important problems seemed to the conference members to be related—that of developing common purposes on the part of the school staff, and that of obtaining understanding and support of the elementary school program on the part of the public. There was needed, it seemed, a clear statement of the *experiences* children should have. Only then can the contributions in art, in social studies, in music; the facilities in playgrounds, tools, laboratories, and libraries; the help of specialists in geography, penmanship, mathematics, and other fields *be pooled for children's desirable growth*. Only then can curriculum workers talk clearly to parents and the public about how and why today's elementary schools are different from the ones they attended. Consequently, another committee went to work on such a statement, classifying their recommended types of experiences under 10 major headings.

In succeeding sessions of the conference questions about research and the resources available to elementary schools were discussed. Each representative described briefly his organization's program in elementary education. Everyone present was impressed with the wealth of materials and services available to classroom teachers and to other curriculum workers. Publications, national and regional conferences, field service, and other activities were reported by many organizations. It seemed to the group that some periodic canvassing of organizations as to their current projects in elementary education and possibly a published summary would be useful in helping organizations to avoid duplication and to seek cooperation on certain projects. It was recommended that the Office of Education make such a canvass during the next school year.

As the discussion continued it became evident that there are gaps in our knowledge of the growth problems—mental, physical, social, and emotional—of boys and girls; of the effects of certain teaching practices; and of other matters important to successful programs for children and youth. A committee appointed to summarize the discussion reported that the studies that need to be made in the field of elementary education appear to be of two general types. One type of investigation would be the result of analytical group thinking on the part of this conference or of representatives of the various organizations concerned. The other type of investigation would be based upon scientific methods of objective research carried on either as an individual or as a cooperative project.

One outcome of the conference was the proposal that there be another conference in 1948 sponsored jointly by this group and the Office of Education, but including representatives of parents and public service groups.

Cooperation With Other Federal Agencies

Many Federal agencies have divisions, or going programs, in the field of education. Others have programs which in some way affect education. During the year, the Division cooperated with various Federal agencies, bureaus, and committees in a variety of activities affecting the educational program of children in the elementary school. For example, members of the staff cooperated with other constituent units in the Federal Security Agency: United States Public Health Service in connection with the development of facilities for schools under the National Mental Health Act; Bureau of Public Assistance, Social Security Administration, in a conference on problems of the blind; Children's Bureau, Social Security Administration, on a study of facilities for children with cerebral palsy; and with the Children's Bureau in preparing for publication a manuscript entitled "Youth Education and Employment," and in working out policies which affect group services for young children.

Staff members of the Division also cooperated with the Attorney General's Office in the preparation of material for the National Conference on Juvenile Delinquency; Department of State in planning itineraries for visiting educators and in preparing packets of materials on elementary education; War Department in preparing book-purchase lists and other educational materials; Federal Public Housing Authority in a postwar planning conference on community services; and with the President's Fire Prevention Conference in planning and conducting the program as it related to education.

Research and Publication

During the year five studies prepared by the Division of Elementary Education have gone to press:

Schools for Children Under Six (Bulletin 1947, No. 5).—Public opinion was aroused during the war to the needs of children below the traditional school entrance age of six. Extended school service programs spread rapidly in schools throughout the country. This study is a report of the status of nursery schools and kindergartens. It provides a statistical account of the development of schools for children under six.

Camping and Outdoor Education in the School Program (Bulletin 1947, No. 4).—This study, through the use of specific illustrations from various parts of the country, shows the importance of camping and outdoor education in relation to the total elementary school program, and suggests the steps that a school staff can take to make such a program a reality.

Schools Count in Country Life (Bulletin 1947, No. 8).—The objective of this study was to present descriptions of current practices which are significant for teachers, supervisors, and curriculum workers in rural education. Descriptions of practice have been obtained from schools of different

types and sizes ranging from 1-, 2-, and 3-teacher schools to large consolidated schools.

Science in the Elementary School.—During the year four articles on different phases of elementary science teaching were published in *SCHOOL LIFE*. They included statements of objectives, descriptions of practices, analyses of trends in the training of science teachers, and description of activities in elementary school classrooms. These articles have been combined into a reprint available for purchase from the Superintendent of Documents.

Health Education in the Elementary School.—During the year four articles on various phases of health education were published in *SCHOOL LIFE*. They covered the general philosophy of health education, descriptions of needed facilities and equipment and of health services, and recommendations concerning the place of physical activity in the school day. These articles have been collected in a reprint available for purchase from the Superintendent of Documents.

Other materials prepared by the staff have been issued as articles in *SCHOOL LIFE* and other periodicals and year books, and as circulars of information.

Informational Materials

To supplement the publication program and to provide brief compact summaries of information on topics related to elementary education, particularly those which are subjects of frequent inquiry through correspondence, and to provide reading lists on specific topics, two series of mimeographed circulars were issued this year. They are called, respectively, *Education Briefs* and *Selected References*. They include the following titles:

EDUCATION BRIEFS

1. Materials and apparatus for teaching elementary science.
2. Using pictures at school.
3. Registration of nursery schools, kindergartens, and child-care centers by State education departments.
4. Changing practices with time allotment.
5. Some types of classroom organization.
6. Health plays in the elementary school.

SELECTED REFERENCES

1. The primary unit—An aid to children's progress.
3. Professional literature for teachers of elementary science.
4. Physical education in the elementary school.
5. Education of exceptional children and youth.
6. Nursery schools and kindergartens—The first years in elementary education.
7. Recent publications in elementary school health.
8. Health songs for primary grades.

Progress has been made also in the organization of loan services, which now include packets of material, display books, and picture serials.

Consultative Services

On State and Local Education Programs

While we are committed in this country to the ideal of State and local autonomy in education, there is a great unevenness in educational facilities and services throughout the country. Consultative services from a national office can help to minimize this unevenness.

The term "Consultative services" needs some specifics to give it reality. Here is what some typical letters of invitation said:

- . . . help us plan our State course of study in elementary science.
- . . . give us information and advice on how to organize our division of special education.
- . . . serve as chairman [or director, or participant, or summarizer] in our work conference.
- . . . survey our State school for the blind (or the deaf, or other special group)
- . . . work with our State and county supervisors on the health program in rural schools.
- . . . bring us the best of the new educational materials for young children.
- . . . meet with our committee on training and certification standards for elementary teachers.
- . . . serve as consultant to our citizens committee which is preparing recommendations to the legislature.
- . . . show us how to teach an intermediate grade to interpret science in their own school community.
- . . . help us make plans for the enrichment of educational programs for seventh and eighth grades.

Altogether a total of 639 days was spent in travel status by staff during the year—140 on State programs, 124 on local programs, 164 on national or regional programs, and 211 on foreign educational missions.

On International Educational Relations

At a time when our international relationships occupy such a prominent place in public affairs, it is inevitable that the educational aspects of such relationships assume a place of great importance, so far as staff time and office facilities are concerned.

Three members of the staff went abroad in order to study and assist with the education program in Germany and Austria. The director visited Germany and Austria, at the request of the War Department and the State Department, to observe and evaluate the educational program, as a member of the United States Education Mission to Germany. The specialist in nursery-kindergarten-primary education spent 3 months in Germany, at the request of the War Department, assisting in planning better services for young children. The spe-

cialist in education for intermediate and upper grades spent 2 months in Austria, at the request of the War Department, observing the schools and preparing recommendations for their improvement as a democratic institution.

At home, members of the staff have assisted in the preparation of materials requested by foreign education officials, in planning school tours for foreign officials, and in arranging for teacher and student exchanges.

SECONDARY EDUCATION

THE AMERICAN HIGH SCHOOLS are one of our greatest national achievements. They are a major contribution to world culture. No other nation ever enrolled such a large proportion of its youth in secondary schools. And yet, we fall short of our ideal of providing equal educational opportunities for all youth. At no time have more than 73 percent of the persons of secondary school age attended school. For many youth attending high school the offerings are calculated neither to challenge their interests nor to meet their needs.

Probably the most significant single accomplishment of the Office of Education during the past year was the leadership given in preparing the Nation's high schools to redirect their efforts.

Evidence that our high schools are not meeting the needs of the great majority of our youth has mounted rapidly since the end of the war. The traditional curriculum that has long served college-bound youth, or youth going into the relatively few skilled trades, is not useful to the multitude of youth who are destined for the numerous unskilled occupations that do not require extended training. Clearly, the Nation's high schools must face the technological age and concede to its demands—by orienting youth psychologically, as well as vocationally, to the workaday world as they will find it upon leaving school. In thus realistically directing the majority of youth toward jobs that are no less essential to the world's work for being routine and unglamorous, the school will fulfill its duty—long overlooked—of recognizing the dignity and necessity of all types of labor.

The preliminary statement that articulates the necessity for changes in the high-school curriculum is contained in the Prosser Resolution of 1945, which the Office of Education is implementing through the joint efforts of the Division of Secondary Education and the Division of Vocational Education. (The resolution and its origin were discussed in detail in the annual report for this Division for the fiscal year 1946.)

During the fiscal year 1946, workers in both general secondary and vocational education held two regional conferences dealing with the resolution; these were followed in 1947 with additional regional conferences and a national conference. All conferences were conducted under the sponsorship of the United States Office of Education.

Culminating action taken at the 3-day national conference, held in Chicago in May 1947, was of decisive and immediate importance.

Secondary and vocational educators (1) assisted in developing a preliminary, comprehensive statement covering the meaning and implications of the Prosser Resolution; (2) agreed upon a series of activities to be carried on at national, State, and local levels in gearing the secondary curriculum to meeting the needs of the times; and (3) outlined a plan for organizing, financing, and administering a 3-phase action program aimed at (a) creating a wide understanding of the problem on the part of the public as well as school people; (b) stimulating in selected communities within the States specific educational programs designed to meet the particular need and to serve as demonstration centers for other schools as they attempt to provide an education suited to all youth; (c) developing such educational services in every community of the Nation.

One of the recommendations, unanimously agreed upon, called for the United States Commissioner of Education to set up a Commission on Life Adjustment Education for Youth, composed of representatives from several of the major national organizations working in the field of professional education. Plans were well under way for the establishment of this Commission by the end of the fiscal year. Both the Division of Secondary Education and the Division of Vocational Education were anticipating an active role in the Commission's program.

Evolved jointly by members of the Secondary Division and other Office staff members was a publication entitled "A Tentative Statement Concerning the Meaning and Implications of the Prosser Resolution." This document contains sections on such areas of secondary education as guidance, citizenship, home and family life, use of leisure, health, tools of learning, work experience, and occupational adjustments. The tentative character of this publication indicates the likelihood that revision will be made as the work of the Commission progresses.

Another project closely related to the work of the Commission is a study of the characteristics of high-school students. Gathering of materials and planning on this project have been under way for some time; recently discussions have been carried on with educational authorities in one State concerning the selection of a specific community in which to study the characteristics of pupils. Such research may be expected to help educators plan the curriculum which would help achieve in fact the ideal of universal secondary education.

Publications

School-and-Work Programs

A study of school-and-work programs was undertaken jointly with the Industrial Division of the Children's Bureau when that agency was a part of the Department of Labor. Final gathering of data and prep-

aration of the report of findings were completed during the year. It is expected that the publication will come from the printer in early fall.

In the bulletin are reported the experiences and problems of 136 school systems which during the war and in succeeding months operated programs for high-school pupils combining school attendance and employment. The report deals principally with the purposes of these programs, their prevalence, the types of arrangements made, the kinds of work undertaken, the controls exercised by the schools, and the attitudes toward the programs by pupils, school officials, employers, and labor representatives. Finally, an attempt is made to evaluate such programs.

Small High Schools

Studies in the broadening of curriculum offerings and of other services of small high schools are made constantly. One of these entitled "Cooperative Planning—The Key to Improved Organization of Small High Schools" was completed during the year. It supplies suggestions on scheduling and administering so as to provide maximum utilization of staff and physical resources with special emphasis on counseling services in small high schools.

A second study was nearing completion. It is entitled "Cooperative Community Services—The Key to Improved Programs in Small High Schools" and deals with cooperative school-community programs designed to vitalize the programs of these schools.

Other studies relating to this over-all project which are in various stages of preparation are: Use of correspondence courses, State and county supervisory organizations and practices, and area technical schools.

State Administration of School Health, Physical Education, and Recreation—A Status Study

This study was made to determine the State administrative changes in health, physical education, and recreation that have been made since 1940 by new legislation or by official board rulings and regulations. The report, now completed, lists States with directors or supervisors of health education, physical education, and recreation both in State Departments of Education and State Departments of Health. The study summarizes the State legislation and regulations providing for health examinations; describes the nature and dates of first legislation enacted; and gives the present provisions of laws, rules, and regulations for school health and physical education by States. A study is also made of cooperative arrangements set up between State Departments of Health and State Departments of Education to secure improved programs.

Other Studies Completed or in Progress

In addition to a considerable number of statements prepared for publication in professional magazines or as separate pamphlets, several bibliographies were prepared relating to small high schools, education for children of migratory workers, pupil personnel problems, and tests.

As the year closed staff members of the Division were engaged on studies of supervision of teachers, the teaching of United States history, science courses of study, high-school graduation requirements, and an evaluation of secondary school aptitude tests. Some of these studies are in the manuscript stage. Others have progressed only to the point of preparation of preliminary forms and plans.

*Service Activities**Service to the Education and Religious Affairs Branch, Office of the Military Government for Germany, the War Department*

At the request of the War Department, three members of the staff spent a total of 200 days in Germany making studies and providing consultative service to the Education and Religious Affairs Branch, Office of the Military Government for Germany. The Specialist for Social Sciences served as a member of a committee assigned to help German teachers and administrators reorganize programs in the social studies in order to facilitate the development of democratic citizenship. The report of this committee treats conditioning factors in social education in Germany, goals and principles for social education, and social studies program, the social education of teachers, materials and equipment; and includes recommendations.

The Specialist for Science investigated the use of visual instructional aids in German schools, explored their use in the redirection of German education, and made recommendations for the improved use of visual aids in the schools.

The Specialist for Tests and Measurements investigated and evaluated the methods used in German schools for the selection of pupils to attend secondary schools.

By no means do these projects present a complete picture of the work done in Germany by these specialists. They illustrate, however, a significant type of service which this Division provides for other government agencies concerned with educational problems.

Second Pan-American Congress of Physical Education

As official representative of the Department of State and the United States Office of Education, one staff member attended the Second Pan-American Congress of Physical Education held in Mexico City in October. The Congress formulated a "Declaration of Principles of

Pan-American Physical Education" and treated the educational principles and methodology of physical education, the scientific and medical bases of physical education, the organization of physical education, educational policy and sociology, Pan-Americanism, the teachers of physical education, technical sports, and sports for leisure time.

This Congress established the Pan-American Institute of Physical Education, some of the main purposes of which are: To establish and strengthen physical education relations among the American countries, to study and investigate the matters recommended to it by the congress for presentation and consideration by future congresses, and to distribute the results of its investigations, studies, inquiries, and research in all American countries.

The specialist attending from this Division was elected, as one of the two representatives from North America, to serve as a member of the Planning Committee of the Institute.

Selected Services to Professional Organizations and to the Field

All staff members have engaged extensively in cooperative enterprises involving professional organizations of educators. On the staff is the present president of the National Association of Secondary-School Principals, the vice president of the Middle States Association of Colleges and Secondary Schools, and the secretary of the Cooperative Study of Secondary School Standards. Other offices which were held for part of the fiscal year by members of the staff are president of the National Science Teachers Association, vice president of the American Association for Health, Physical Education, and Recreation, and secretary of the National Committee on Coordination in Secondary Education.

Service as consultants or as members of committees of national, regional, and State organizations of educators was frequently performed. Among professional agencies which were thus served by staff members during the year are:

- Alabama State Education Conference.
- American Association for Health, Physical Education, and Recreation.
- American Association for the Advancement of Science.
- American Society for Engineering Education.
- American Council on Education.
- American Educational Research Association.
- American Psychological Association.
- Department of Education of the University of Alabama.
- Emory University.
- Junior Town Meeting League.
- Maryland State-wide Principals' Conference.
- National Conference of County Superintendents of Schools.
- National Council for the Social Studies.
- National Council of Geography.
- National Education Association.

National Training Laboratory in Group Dynamics.

New York State Science Teachers Association.

Pennsylvania Branch of the National Association of Secondary-School Principals.

Princeton University Bicentennial Conference.

Society of State Directors of Health and Physical Education.

University of New Hampshire Conference on Rural Life Education.

The National Tuberculosis Association and the Athletic Institute requested the Office of Education to organize during the year three conferences on educational problems. For this purpose, they spent \$19,000. The proceedings of these conferences are being published.

Individual schools, school systems, and other educational bodies in many regions were supplied with consultant, evaluative, or other types of field service. Examples of agencies of this type which were served are the Cincinnati Board of Education, Indianapolis Board of School Commissioners, New York City Federation of Science Teachers, and curriculum committees in Atlanta and in Fulton and DeKalb Counties in Georgia.

Interagency and Interdivisional Committees

Two members of the Division prepared materials for a Federal Security Agency committee which reported to the President's Advisory Commission on Universal Training. An extensive statement was prepared for the Federal Inter-Agency Committee on Migrant Labor and was printed by that Committee in its report entitled "Migrant Labor—A Human Problem." Other interagency undertakings in which members of the Division have cooperated are the President's Highway Safety Committee and the Conference on Juvenile Delinquency sponsored by the Department of Justice.

Specialists in the Division serve as chairman of interdivisional committees in the following four areas: Health and physical education, social science, science, and rural education. These committees, drawing their personnel from several divisions of the Office, have an important planning function to perform. They plan for the coordinating of the work of specialists in various divisions and for the development of constructive thought regarding studies and activities which ought to be undertaken within the area of interest of each committee. A function almost as important is the trading of experiences and information regarding projects under way in the office and in the field. The coordination of the activities of the various divisions is an important motive in the Office of Education; the interdivisional committees are significant means for effecting that coordination.

Advisory Committee on Secondary Education

The Advisory Committee on Secondary Education is a continuing committee with rotating membership based upon a 3-year term. The

committee's membership includes recognized leaders in the field of secondary-school education. Its function is to advise the Division of Secondary Education with respect to: Types of services in which the Office should engage; specific projects, studies, or undertakings which should occupy the time and attention of the Division; and facilities and procedures needed for carrying on the projects, studies, and undertakings.

The membership is as follows:

BERTIE BACKUS, Principal, Alice Deal Junior High School, Washington, D. C.
FRANCIS L. BACON, Principal, Evanston Township High School and Junior College, Evanston, Ill.

CLARENCE E. BLUME, Principal, Central High School, Minneapolis, Minn.

ROY L. BUTTERFIELD, Principal, Benjamin Franklin High School, Rochester, N. Y.

FRANK W. CYR, Teachers College, Columbia University, New York, N. Y.

HARL R. DOUGLASS, University of Colorado, Boulder, Colo.

D. H. EIKENBERRY, Ohio State University, Columbus, Ohio.

PAUL E. ELICKER, Executive Secretary, National Association of Secondary-School Principals, Washington, D. C.

WILL FRENCH, Teachers College, Columbia University, New York, N. Y.

EL. D. GRIZZELL, University of Pennsylvania, Philadelphia, Pa.

EARL HUTCHINSON, Director of Secondary Education, State Department of Education, Augusta, Maine.

Rev. M. J. McKEOUGH, Department of Education, The Catholic University of America, Washington, D. C.

LLOYD N. MORRISSETT, University of California, Los Angeles, Calif.

FRANCIS T. SPAULDING, State Education Department, Albany, N. Y.

All members of the committee were present at a meeting in Washington on January 13-14, 1947. As in the May 1946 meeting, when there was adopted a report on guidance and counseling, the discussion of the members found its outlet most often in a consideration of guidance services. The emphasis was upon a guidance service which would be comprehensive in its coverage, reaching all types of schools and all pupils in each school.

It was the opinion of the advisory committee that the Office of Education through its Division of Secondary Education should provide leadership for school workers who are attempting to provide suitable educational opportunities at the secondary school level for all youth. It was suggested that regional conferences would be effective in combating juvenile delinquency and in promoting character education, consumer education, and civic education.

At a second meeting, May 19 to 21, 1947, the committee addressed itself to the question, "What ought to be done about recruitment and training of teachers for the new program in secondary schools?" The following proposals were presented:

1. The training of teachers for the kind of program which is necessary to serve the needs of all must be accomplished mainly by in-service training programs. It would be helpful if the Office of Education were to publicize what is being done in various cities and States in relation to salary increases, increased training requirements, and the like.
2. Campaigns should be launched by lay groups to interest young people in teaching—campaigns based on the ideals of social service as well as upon the desire for adequate remuneration.
3. Teachers should be encouraged to assume community leadership, to attract able young people into teaching, and to secure better conditions for teaching. It was even suggested that a score card be developed so that recognition could be made of States in which teachers themselves were making appreciable progress in professionalizing their work.
4. Some national organization should prepare a bulletin for the use of local school boards on "how to secure and hold good teachers." This bulletin would deal with such subjects as social status, living quarters, tenure, in-service training programs, salaries, promotions, and the like.

VOCATIONAL EDUCATION

THE PAST FISCAL YEAR was especially marked for vocational education by the passage of the Vocational Education Act of 1946 (George-Barden Act), P. L. 586, Seventy-ninth Congress, which was approved by the President on August 1 of that year. This act amends, and in effect supersedes, the act of June 8, 1936, the George-Deen Act.

The new act authorizes appropriation of funds for vocational education in four fields: Agriculture, home economics, trades and industry, and distributive occupations. The major differences between the acts of 1936 and 1946 are that the latter allows expenditures from Federal funds allocated to the States for (1) administration, (2) rental or purchase of equipment and supplies, (3) vocational guidance, and (4) training and work-experience training for out-of-school youth. The new act also increases the total authorization for appropriations to the States from \$14,483,000 to \$29,301,740.22. The first session of the Eightieth Congress appropriated \$17,750,000 for the fiscal year 1948. This figure is in addition to the continuing authorization of \$7,167,000 under the Smith-Hughes Vocational Education Act of 1917, and compares with \$14,483,000 authorized under the George-Deen Act.

Revision of Policies

Passage of the new act made revision of Vocational Education Bulletin No. 1, *Statement of Policies for the Administration of Vocational Education*, particularly urgent. The bulletin was last revised completely in 1937 although amending statements have appeared from time to time.

The ground was laid during the past fiscal year by eight regional conferences which were attended by representatives of State boards for vocational education and by officials of the Office. When the year ended, the revision had been prepared in tentative form.

Reorganization of Division

A reorganization of the Vocational Division was announced late in 1946. Under the reorganization, the Division is operating with three new branches: State Plans Operations, Program Planning Operations, and Field Service Operations; and the five facilitating services—Agriculture, Business, Home Economics, Occupational Information and Guidance, and Trade and Industry.

TABLE 1.—*Funds available for allotment to States from Smith-Hughes and George-Deen Acts, fiscal year ended June 30, 1947*

Purpose	Smith-Hughes Act	George-Deen Act
Total.....	¹ \$7,285,122.03	³ \$14,483,000.00
Agricultural education.....	3,058,452.99	4,066,465.00
Trade and industrial education.....	² 3,111,913.15	4,056,857.50
Home economics education.....		4,051,677.50
Distributive occupations.....		1,254,000.00
Teacher training.....	1,114,755.89	1,054,000.00

¹ Includes appropriation for Hawaii and Puerto Rico under separate authorizing acts. Total appropriation Smith-Hughes Act, \$7,167,000; Hawaii, \$30,000; Puerto Rico, \$105,000.

² Allotment for home economics included in trade and industrial allotment, not to exceed 20 percent for home economics.

³ Allotments to the States are made on the basis of this amount as authorized in the act. Actual appropriation for fiscal year 1947, \$14,200,000.

The significance of the State plans branch is that it recognizes these facts: Federally aided vocational education stems from State plans prepared by the State boards for vocational education; and expenditures from Federal funds are made in accord with State plans. The branch reviews State plans; allots funds; audits accounts involving Federal funds; and compiles reports from the States.

The inclusion of the Program Planning Branch is a step aimed to bring about greater coordination of programs in the five federally aided areas: Agriculture, distributive occupations, home economics, trades and industry, and vocational guidance. The chiefs of the five services with other officials in the Division compose the Program Planning Committee. The committee has the responsibility for viewing the needs of vocational education comprehensively.

It is the responsibility of the several services to assist the States in developing and operating their particular phases of the total program, working at all times within the framework of over-all planning done by the Program Planning Committee.

The Field Service Operations Branch carries the responsibility of the Division for cooperating with the States in the development of a comprehensive program of vocational education. The personnel are concerned particularly with assisting the States in (a) the development of a complete program of vocational education; (b) the preparation and justification of budgets necessary to support such a program; and (c) the further development of administrative techniques for program operation.

State Plans Revised

As indicated in the previous section, State plans are the basis on which federally aided programs operate. Plans covering the 5-year period 1947-52 had been submitted to the Federal Office and were undergoing review when the fiscal year ended.

TABLE 2.—*Expenditure of Federal, State, and local funds for vocational education, by type of program, fiscal years 1945-46 and 1946-47*

Source of funds	Expenditure, by type of program				
	All programs	Agriculture	Distributive occupations	Home economics	Trade and industry
1	2	3	4	5	6
<i>1945-46</i>					
Total.....	\$72,806,830.91	\$21,293,343.38	\$2,232,875.57	\$20,370,176.74	\$28,910,435.22
Federal.....	20,628,072.26	7,270,563.12	967,481.37	5,131,079.63	7,258,948.14
State.....	18,537,851.34	5,192,794.69	653,160.96	5,499,019.57	7,192,876.12
Local.....	33,640,907.31	8,829,985.57	612,233.24	9,740,077.54	14,458,610.96
<i>1946-47</i> ¹					
Total.....	83,235,822.73	24,556,393.68	2,623,491.21	22,425,298.91	33,630,638.93
Federal.....	21,088,535.85	7,560,510.31	1,036,051.95	5,168,824.46	7,323,149.13
State.....	22,178,973.71	6,303,690.91	841,659.26	6,341,463.05	8,692,160.49
Local.....	39,968,313.17	10,692,192.46	745,780.00	10,915,011.40	17,615,329.31

¹ Provisional figures, subject to final audit of State reports.

Prosser Resolution

During the past year the Vocational Education Division participated extensively in the conferences arranged jointly by the Office on the subject of the Prosser Resolution. This is discussed in the report of the Secondary Education Division.

Digest of State Reports

As required by law, the Division each year prepares a digest of annual reports from State boards to the Federal Office. The report for 1946 appeared during the fiscal year here reported.

TABLE 3.—*Enrollment in federally aided vocational classes, by type of program, fiscal years 1945-46 and 1946-47*

Type of program	Enrollment	
	1945-46	1946-47 ¹
Total.....	2,227,663	2,512,105
Agriculture.....	510,331	584,571
Distributive occupations.....	174,672	235,087
Home economics.....	911,816	964,521
Trade and industry.....	630,844	727,926

¹ Provisional figures, subject to final review of State reports.

Agricultural Education

Veterans' Education

Institutional-on-farm training of veterans under the Servicemen's Adjustment Act of 1944 has been a special concern during the year to the Agricultural Education Service. Based on the development of the

program so far, many agricultural educators feel that it has significant implications also for the training of nonveterans.

Under provisions of the GI bill, over 100,000 veterans were enrolled in this type of training by June 1947. H. R. 2181, Eightieth Congress, under discussion at that time was intended to clarify provisions of the GI bill with respect to institutional-on-farm training (H. R. 2181 became Public Law 377 shortly after the end of the fiscal year).

Funds for the operation of this program come from the Veterans' Administration which contracts for these services with State boards for vocational education. State boards in turn reimburse local boards, which employ special teachers. Out of these funds, the State boards employ persons to supervise this program under the direction of their regular staff members.

Improvement of Instruction

As in many other fields of education, it has been recognized for years that teacher-training institutions hold the key to improved programs of vocational agriculture. In 1945, the Office had presented to the Negro Land-Grant College Association the results of a study it had conducted on qualifications of agricultural staffs in 20 Negro colleges. A joint committee of the association and the Office then asked the General Education Board for a special grant to continue this study. The General Education Board acted favorably on the request in 1946. It granted funds for conducting three 10-day conferences, 1 each year beginning in 1947; expenses of 5 consultants who shall visit the colleges and make evaluations and recommendations; and a number of fellowships for which staff members of the 20 institutions shall be eligible. The project is being conducted by a committee of the association, with the director of the Division of Higher Education in the U. S. Office of Education serving as an advisory member.

The rapid trend toward more complete farm mechanization tends constantly to outmode most training courses in farm mechanics for both students and in-service teachers. Following a Pacific regional conference of seven States in May 1946, the Service reported later in 1946 the findings of the conference, which was a result of the joint efforts of the Federal Office and the American Society of Agricultural Engineers. The report in effect serves as a guide to training institutions in bringing their instruction in line with the progress in mechanization and with the needs of students.

Food Conservation Program

The Food Conservation Program which followed a Food Preservation Program and known as the Special Grant operated during the fiscal year. Approximately 3,000 canneries with a capacity of 500 cans per day each were a part in this program.

The Food Conservation Program consisted of education in the production and canning of food; preparing and placing fruits, vegetables, and meats in freezer lockers; and the rendering of lard. During the first three-quarters of the year, approximately 400,000 individuals received instruction in food conservation and at the same time processed approximately 60,000,000 pints of food, rendered over 1,000,000 pounds of lard, and placed 2,000,000 pounds of food in the freezer lockers.

The School Lunch Program was greatly aided by the Food-Conservation Program. Most of the 3,000 stationary canneries were available for this purpose during the year.

Program Evaluation

Evaluating vocational agriculture programs has been a concern of the Federal Office for several years. Studies were begun as early as 1940 in cooperation with various State supervisors. There resulted an evaluation study of 400 local programs which was published during the year.

From the 400 evaluations, 20 evaluative scales were obtained; and under each scale 5 grades of programs were described, ranging from very superior to very inferior. Scale 6, for example, pertains to the organization of Future Farmer chapters. The scales may be used for two main purposes: To revise program standards in Federal and State laws and regulations; and to permit teachers to evaluate all or parts of their local programs.

Promotion of Local Advisory Councils

At the request of the States in the Pacific region, the Service issued Miscellaneous 3227 on *The Advisory Council for a Department of Vocational Agriculture*. Since advisory councils in vocational agriculture are still in a formative stage, the purpose of this document was to make available to the States the experience of agricultural education workers with such advisory councils, together with suggestions for promoting the establishment of such councils.

Student Organizations

To Kansas City, Mo., late in October 1946, came 12,550 Future Farmers of America for their Victory Convention, reported to be the largest gathering of farm boys ever held in the world. Now in its twentieth year, this organization, which aims to develop rural leadership, has continued to grow. Membership at the end of the fiscal year was close to 240,000, 15 percent above the previous year. Chapters numbered about 7,000, an increase of 1,000 over the previous year. Forty-seven States and two Territories are represented.

New Farmers of America, a comparable organization for Negro boys, operated in the States which maintain segregated schools with a membership of over 23,000, about 1,000 above 1946; and about 850 chapters, a slight growth in the year. Attending the Victory Convention of the New Farmers were 250 Negro farm boys.

Both organizations are sponsored by the Agricultural Education Service of the Office of Education, so that in addition to conducting the conventions, the Office conducted regional contests in public speaking, farm mechanics, and farm electrification. In addition, applications were reviewed and recommendations were made to the national board of trustees for awards of American Farmer degrees to 178 students of vocational agriculture.

Other Work

Other activities of the Service during the year included a study of 108 school-operated farms in the States of the Pacific region; development of an educational program for Spanish-American citizens in the Southwestern States—a program now going forward under a grant from the General Education Board; and a cooperative program with the Federal Bureau of Prisons.

Two years' work culminated with the publication of *Better Homes for Negro Farm Families* in 1947. For several years Negro teacher trainers in vocational agriculture and home economics have worked together on plans for assisting rural families in obtaining better homes and better family living. This bulletin represents the joint efforts of a national committee of Negro teacher trainers and the Agricultural and Home Economics Educational Services of the United States Office.

Business Education

Perhaps the foremost leadership problem in business education today is that of organizing into one comprehensive and closely knit program the administration and supervision of all phases of business education—distributive, office, managerial, and professional. The problem arises from the need for developing better integration and coordination of Federal, State, and local activities designed to educate youths and adults for business competence.

Through conferences, publications, and other means at its disposal the Business Education Service during the year endeavored to help solve this problem and to interpret to educators and others the needs and purposes of a total, long-range, and balanced program which provides for economic literacy as well as vocational efficiency.

One member of the staff, for instance, collaborated with two teacher trainers in conducting and reporting a study of current practices considered to be representative of desirable developments now gaining

favorable recognition and showing evidence of future growth and significance. The report of this study appeared as a major section of the 1947 *American Business Education Yearbook*, published jointly by two major education associations.

Cooperation with Business Associations

Better business service is the keynote of the day. Many firms and trade associations are employing professional educators to organize training programs for managers and employees. They recognize that quality of business service depends on trained employees, and are looking to the schools not only for better trained personnel, but also for help in developing their own training programs.

Illustrative of cooperative activity carried on by this Service is the preparation of *Paint Power and How to Sell It*. Published by the National Paint, Varnish, and Lacquer Association in April 1947, this 350-page book is addressed to "newcomers in wholesale and retail stores, painting contracting shops, and field selling." A member of the Vocational Division was assigned to work with the association's Committee on Education, and reviewed the book for its educational approach. A teachers' guide to accompany the students' manual was prepared jointly by this same Division member and by the author of the book.

Collaboration in another type of activity is illustrated by the publication late in 1946 of *Retail Job Analysis and Evaluation*, by the National Retail Dry Goods Association. This manual is a "guide for retail stores in . . . analyzing . . . and defining jobs . . . and evaluating them . . . based on standard measurement." It is a collaboration of one author each from the association and from the Business Education Service.

Educators must plan subject matter of courses in light of job content. In many industries, however, there is frequently a lack of agreement among employment officers, job supervisors, and employees on the actual content of the job. The manual therefore aims to assist store managers in making job studies and in conducting educational programs on job studies.

In cooperation with the National Confectioners Association the Service developed a training program for salesmen in this industry. At the end of the year, plans had been devised for organizing classes locally. The training program calls for ten 1-hour discussion periods, under the leadership of an instructor provided through Federal and State or local funds. The Service also cooperated in the preparation of 10 students' manuals and an instructor's outline prepared and printed at the expense of the association.

The Service cooperated with the National Association of Music Merchants in a similar program. *Selecting and Training Salesmen*,

a 16-page pamphlet, is based on the assumption that supervision and training are inseparable. Its educational orientation is at once evident; the pamphlet starts with "Teaching Suggestions." A leader's manual also was produced for use in the vocational training of music salesmen. It was prepared jointly by two authors, one from the association and one from the Business Education Service.

Members of this Service also participated in the beginning of a detailed survey of training needs in hotel and restaurant industries, and a study of curricula in food preparation and food service. This work was in cooperation with the Council on Hotel and Restaurant Education.

Cooperation with Education Associations

The staff of the Business Education Service maintains cooperative relations with education associations by serving on joint committees, participating in conferences and meetings, carrying on research, preparing instructional materials, and contributing articles to professional publications. One staff member served as associate editor of the 1947 *Business Education Yearbook*, joint publication of two major business education associations. Another staff member served on the Editorial Board of the *National Business Education Quarterly*. Assistance was given to a national research fraternity in business education in initiating and planning a Nation-wide study to determine (1) basic business and economic competence needed by everybody, and (2) the nature and scope of training needed by those who teach this basic and economic competence.

The Office of Education endeavors to fulfill its duty of planning and promoting studies and investigations designed to aid school authorities in identifying training needs, in preparing instructional materials, and in improving and evaluating instruction. Highlighting research activities for the year was a conference held at the Office of Education for the purpose of exploring areas of business education for which findings of studies and investigations are inadequate although urgently needed. Resulting from the conference was an 8-page publication, *Research in Business Education*, in which are listed 17 groups of problems in need of further study. A plan of cooperation was developed between the Business Education Service and selected colleges and universities whereby graduate theses developed under the direction of these institutions may be planned to meet educational needs as observed by the Office of Education.

Teacher Training

In promoting the improvement of teacher education, the Business Education Service carried on a wide range of activities. Assistance was given to teacher-training institutions and to boards of education on

programs for the preparation and professional growth of teachers and supervisors. Staff members of the Service participated in summer sessions, workshops, and special conferences on teacher education. A bulletin, *Plans for Providing Business Experience for Business Teachers*, was developed in tentative form by one member of the staff in cooperation with an advisory committee of educators and businessmen.

Home Economics Education

Vocational education in home economics is construed by the Federal Office to mean education for the vocation of homemaking. As such, it has wide application in training for home and family living. It is not a program for girls only; boys as well as parents in many places participate in the courses. The work of the Division during the past year should be viewed against this broad concept.

Survey of Teacher Supply

Naturally the supply of home economics teachers has not been unaffected by the over-all teacher shortage which became so acute last year. In cooperation with the American Vocational Association, the Home Economics Education Service assisted with a study of factors affecting the supply of home economics teachers. A pilot study was first developed in the summer of 1946. Plans for the National Study were then developed and data collected in the spring of 1947. By the end of the year, data had been tabulated by the Office, but results were still to be published.

College Teaching

Curriculum work with colleges continued, building on studies made cooperatively with institutions in the past. Members of the staff assisted with conferences on curriculum sponsored by the Association of Land-Grant Colleges and Universities in cooperation with the American Home Economics Association. Among these conferences, two of major importance were (1) a conference on the teaching of clothing and textiles held in Washington in the late spring of 1947, attended by representatives of 14 institutions; and (2) a pilot conference of teachers of family relations in college departments of home economics held in Detroit in the summer of 1947 with representatives of 15 institutions. Both of these conferences dealt with such vital problems in college teaching as "How to determine student needs" and "How to adjust teaching problems to meet changing needs." Materials developed in the family relations conference are being prepared for distribution to institutions throughout the country wishing to use them.

Study Credit Practices

Many students who might otherwise enroll for high-school homemaking courses are deterred by college practices, real or assumed, in the acceptance of high-school credits. This was the opinion of a group of State supervisors and teacher-trainers of the North Atlantic region, who subsequently asked the Office of Education to make a survey of such practices in the colleges in that region.

A questionnaire was sent to 167 colleges in the summer of 1946. Returns were received from 127, of which 104, or over 80 percent, reported that they accept high-school homemaking credits. Sixty-seven accept them on the same basis as other credits, and 37 specified limitations. It was found that State universities and land-grant and teachers colleges generally accept homemaking credits. Institutions in the North Atlantic region which do not accept them are mainly women's colleges and liberal arts colleges. All but a few of those which accept credits (99 out of 104) do so for all curricula offered by the institution.

Student Organizations

The Future Homemakers of America, an organization for pupils enrolled in homemaking, is devoted to bringing about better home and family living. This organization, founded in 1945, continued to grow. Comparable figures for the end of the fiscal years 1946 and 1947 are as follows: Membership—1946, 168,259 (revised) and 1947, 216,871; chapters—1946, 4,340 (revised) and 1947, 5,527. In both years, 45 States and 2 Territories were represented.

New Homemakers of America, an organization for home economics pupils in the 17 States maintaining separate schools for Negroes grew from a membership of 19,762 in 1946 to 28,737 in 1947. The number of chapters increased from 579 in 1946 to 790 in 1947.

Future Homemakers is jointly sponsored by the Office and by the American Home Economics Association. Salaries of the national staff, including the national adviser, are paid from funds raised by the membership of the organization. The chief of the Home Economics Education Service of the Office is ex officio permanent chairman of the national advisory boards of both organizations. Regional field agents give professional assistance to both organizations through representation on the advisory boards and in workshops and conferences of national, regional, or subregional character.

Aid to Schools on Equipment

Two facts prompted the revision of an Office publication on physical aspects of high-school homemaking departments: (1) many new school buildings being constructed or planned, in addition to old

buildings being remodeled; and (2) equipment being released as peacetime production has gotten under way. The need for aid was expressed in many requests directed to the Office.

The aid took the form of a complete revision of Bulletin No. 181, published in 1935. The new bulletin, *Space and Equipment for Homemaking Education*, incorporates new trends in arrangement and equipping of homemaking departments. It includes floor plans of departments that have been found satisfactory in use. It emphasizes providing for all phases of homemaking by use of all-purpose rooms and in other ways. The information will be equally useful to teacher-training institutions.

At year's end, the manuscript was completed except for the inclusion of suggestions of reviewers—members of the National Advisory Committee on Space and Equipment who have worked with the Office throughout this project.

Homemaking Education in the United States

Homemaking education is offered in about two-thirds of the Nation's public secondary schools, and homemaking courses have been taken by about two-thirds of all high-school girl graduates. *Homemaking Education in Secondary Schools of the United States*, published in 1947, outlines the organization, aims, content, methods, and equipment of homemaking education in this country. This bulletin has been translated by the State Department into Spanish and Portuguese for distribution in Latin-America.

Aid to States on Program Planning

The George-Barden Act presented new problems and possibilities to home economics workers in the State departments of education and in teacher-training institutions. For discussion of these problems and possibilities, especially in relation to research and teacher training, members of the Home Economics Education Federal staff met in a week's conference with State supervisors and teacher trainers from 45 of the States, Hawaii, and Puerto Rico following the American Vocational Association convention in St. Louis in December. This service was supplemented by visits to State departments of education and teacher-training institutions in approximately half of the States to work on problems particularly significant to the respective States and institutions.

Trade and Industrial Education

Apprentice Training

Recently apprentice training for skilled occupations and on-the-job training for occupations not apprenticeable has been stimulated by the veterans' training program, as well as by demands from industry.

Organized apprentice programs have been extended to include about 100 trades. As of the end of the fiscal year, there were approximately 125,000 indentured apprentices—most of whom were receiving instruction supplementary to training and work experience on the job.

Related training for apprentices is the responsibility of State and local boards of education. During the year, the Trade and Industrial Education Service of the Office of Education cooperated with the staffs of a number of State boards for vocational education and of industrial associations in collecting information for the supplementary instruction of apprentices and other on-the-job trainees. This information was distributed to all State departments of education and many local school officials, as well as training departments of industry and the Apprentice Training Service of the United States Department of Labor.

The Trade and Industrial Education Service also laid the groundwork for coordinating future preparation of instructional materials for this type of training by publishing a bulletin entitled "Suggestions Relating to the Preparation of Instructional Materials for the Supplementary Training of Apprentices." A suggested pattern for preparing and publishing outlines of supplementary instructional content for skilled and other occupations also was prepared during the year. It is expected that in the future much duplication of effort among the several States in preparing such materials will be eliminated.

An outstanding project was the development, in cooperation with five State boards for vocational education, of related materials for apprenticeship in six railroad shop crafts of the Union Pacific Railroad. This material is being used in 11 States served by that system. It is expected that similar programs will be developed with several other railroads as a result of this pilot project.

Public Service Training

Training for public service occupations that are trade and industrial in nature is a phase of vocational education in which there is continuing interest. During the year, assistance was given to many States in identifying public service training needs, maintaining and improving State programs, and in training an adequate supply of instructors for such work. Special emphasis was given to firemen's training, in line with the President's Conference on Fire Prevention, as well as to rural electrification job training. Public service enrollments as compiled from reports submitted from the States showed a total of 49,028 persons receiving organized instruction through 2,571 classes held in 1,480 different centers. General areas in which training was offered included fire prevention and fire fighting, guarding people and property, custodial work, school bus driving, generation and dis-

tribution of electricity, water supply and sewage disposal, and inspection in the interests of public health and safety.

Study of Trade School Graduates

"What are we getting for our money?" is always a good question. What results from the funds spent for trade training? Certainly a basic measure of successful trade and industrial education programs is the ability of graduates to find and keep employment in the occupations for which they were trained.

Around 1920, a number of North Atlantic States, under the leadership of a member of the Vocational Division, established the precedent of reporting graduate-placement data. These States being heavily industrialized contain a high proportion of trade schools in the Nation.

The report for the class of 1945 was published in May 1947, and was entitled "What Becomes of the Trade School Graduate?" It contains reports from 10 Eastern States, including a total of nearly 11,000 graduates. Primarily because many of the graduates of this class entered the armed forces immediately after graduation, the report does not represent normal conditions. Even under such conditions—nearly 40 percent entered the armed forces after graduation—41 percent entered the trade they trained for, immediately after graduation. In addition, about 6 percent were employed in related occupations utilizing parts of their training, and only about 4 percent entered trades not related to those for which they were trained. Among trades in which women specialize, and therefore not affected by military induction, percentages are shown as follows: cosmetology, 84; dressmaking, 74; and power sewing machine operation, 71.

Analysis of Nursing

Practical Nursing, an analysis of the practical nurse occupation with suggestions for the organization of training programs, was published during the year. This analysis was the result of 2 years of work by a committee made up of representatives of various nursing and health organizations together with representatives of this Office. This is the first complete analysis of the work of a practical nurse undertaken on a national scale, and is considered by professional nurses as a pioneering project of great significance. The publication includes suggestions for organizing courses, selecting teachers, and cooperating with hospitals offering clinical experience. The Government Printing Office reports large sales, including orders from foreign countries, which indicates that the analysis is meeting a real need. A curriculum on practical nurse training to accompany the publication *Practical Nursing* has been partially worked out, in cooperation with a committee appointed by national professional nursing organizations.

Other Work

Advisory service was given to a number of States in the improvement and expansion of their teacher-training programs for trade and industrial education. Emphasis was placed on the unification of formalized courses among the various States in line with program needs.

A study that has attracted considerable attention was one conducted in cooperation with national associations of State supervisors, and with teacher trainers of trade and industrial education. This study, entitled "Analysis of the Functions Performed in Operating a Local Program of Industrial Education," has clarified points of emphasis that are required in the improvement of instruction, and is to form the basis of specific recommendations.

A tentative outline for teaching food subjects in trade schools was prepared in cooperation with the Committee of the Council on Education of the National Hotel and Restaurant Association. Along with this was a special study made of food preparation and service as taught in trade schools and commercial establishments. Two bibliographies were completed; one on painting and decorating, and the other on craft work. The staff collaborated with the United States Department of Labor in the preparation and distribution of *Training for Jobs for Women and Girls*.

Other accomplishments of the staff during the year included: Advisory and training work done in connection with employee-employer relations; increasing the effectiveness of advisory committees for trade and industrial education; improvement of part-time cooperative programs; and studies of teacher-training development.

Occupational Information and Guidance

Several factors have stimulated the demand for assistance from the Occupational Information and Guidance Service in the developing of guidance work throughout the country. The passage of the George-Barden Act, which recognized the need for the extension of this phase of vocational education, brought specific demands from States desiring to take advantage of the new Federal provisions. The Prosser Resolution, extensively discussed during the year as reported elsewhere, gave striking emphasis to the importance of guidance work to general and vocational education, both directly and also in its function as an integrating factor. The role of guidance functions in the further development of vocational education, in such phases as selection, persistence, and employment adjustment, turned the thinking of vocational leaders toward better State and local guidance programs. The new State plans for most States include increased provisions for supervision, for the training of counselors, for research work, and for estab-

lishing local programs which can be used as experimental or demonstration centers.

Following prolonged vacancies during the war in State supervisory staffs, programs were reactivated in four States during the year. This brings to 43 the number of States offering supervision in occupational information and guidance. Altogether 13 new State supervisors in this field were appointed during the year. Assistance to these State supervisors in their new duties was a major responsibility of this Service.

Three phases of the year's work deserve special comment: Training guidance workers; evaluating guidance services; and developing guidance techniques.

Training Guidance Workers

Basic to the improvement of guidance services is the training of administrators, teachers, and counselors. The entire faculty must understand the aims of the program. To answer the constant requests from educators throughout the country for information as to the sources of training, the third annual directory of summer courses in guidance and personnel work offered by colleges and universities was compiled and issued. This was a cooperative project with the Higher Education Division.

Other work in this area included consultative services in the training of counselors in three States: Connecticut, Georgia, and North Carolina. In addition, a bulletin on teaching occupational information was in process of preparation, and was about one-third completed at the end of the year.

Evaluating Guidance Services

Program evaluation is especially pertinent in the field of guidance. Relatively few evaluation studies of a total program of guidance have been available in the past. To shed light on this problem, the Service undertook research into the literature in the field, classifying it into seven groups according to the method used by the investigator. This study was issued at the end of the year in tentative form as a mimeographed document.

School administrators called upon the Service for evaluations on two occasions during the year. The Service evaluated the guidance program offered at the National Training School for Boys in Washington, D. C. The State of Virginia requested a more elaborate study of the 5-year accomplishments of the Richmond Consultation Service. This latter study is still in progress.

Developing Guidance Techniques

Of various techniques in use, testing in particular calls for professional know-how. The odds are great, especially in small schools, that

no faculty member has more than limited training on the subject. Under such circumstances testing is subject to maladministration and results are subject to misinterpretation. To aid in meeting that problem, the Service prepared during the year, with the assistance of a committee of nationally known leaders in the field, a bulletin entitled "Guidance Testing." It is addressed to counselors faced with the task of carrying on a testing program. This manuscript was ready for publication prior to the year's end.

To demonstrate a testing program in action, the Service conducted a series of workshops in guidance testing in various parts of Wisconsin. The workshops had the dual purpose of assisting that State and of developing good practices applicable in other States.

Occupational Information

Because trends in industry and in job opportunities are constantly developing, new information is as constantly being produced. On the other hand, counselors need guides to the vast informational resources available. They also need suggestions on the use of the materials. To serve these purposes, *Guide to Occupational Choice and Training* was published during the year.

To provide guidance workers with additional information, 12 occupational briefs and bibliographies were issued during the year. Titles in the former group include: Designer, Jewelry Workers, and Secretary. Titles in the latter include: Government Publications; Occupations; Reading List for Counselors; and Guidance Bibliography.

Assistance to Professional Groups

An important phase of the work of the Service is always that of assisting groups, organizations, and agencies connected with the professional development of the field, although not part of State or local educational units. In addition to the Prosser committee, already mentioned, substantial assistance was given to the Southern States Work Conference, a voluntary organization composed of professional educators in 14 Southern States. The National Vocational Guidance Association was aided not only by participation in its meetings but also by several contributions to the magazine *Occupations*. The National Council of Chief State School Officers was assisted through consultation services to its committee on guidance services. Illustrative of the scope of organizations assisted, the full list of which would be too long to mention here, are the National League of Nursing Education, the National Council of Teachers of Mathematics, and the Boys' Clubs of America.

HIGHER EDUCATION

The Current Situation in Higher Education

HIGHER EDUCATION in the United States experienced the greatest growth in enrollments during 1946-47 that has ever been recorded in any one year in any country. The 2,078,095 students estimated to be in attendance at some 1,700 colleges and universities in the autumn of 1946 represented a 100 percent increase over the enrollment of the preceding year, and a 50 percent increase over the peak enrollment of prewar years. The expenditures for educational and general purposes in institutions of higher education in 1946-47 were slightly more than 1 billion dollars; this sum represented an all-time high for the financial support of higher education.

The tremendous and sudden expansion in the demands for higher education have required the introduction of many emergency measures in colleges and universities throughout the country. The staff members of the Division of Higher Education have been active during the year in helping authorities meet the emergency and plan their programs for carrying on the best possible educational services, not only in the current year but in the years that lie ahead.

Veterans taking advantage of the educational benefits under Public Laws 16 and 346 have in large part accounted for the increase of college enrollments. Slightly more than half the college population in the fall of 1946 consisted of veterans, and the proportion of veteran students promises to continue high for several years to come.

Veterans have proved to be especially capable students. Careful analyses of their work in many institutions indicate that, as a group, they maintain grades that are in most cases above the average for the entire student body.

Plant space for the housing of the increased numbers of students has been extremely limited. The temporary facilities provided by the Federal Government, through the transfer of surplus war properties, helped ease the emergency, but they do not solve the problem permanently. Most institutions are still unable to give students the kinds of accommodations that were available in prewar years—for rooming quarters, laboratories, classrooms, and library reading rooms.

Even more serious than the shortage of plant facilities has been the shortage of qualified faculty members. Graduate school enrollments, greatly reduced during the war period, did not produce new faculty

members in normal supply, and significant numbers of college teachers who entered military service, industry, or Government work during the war, have not returned to their teaching posts. Under these conditions it would have been difficult to fill the normal prewar number of positions with qualified teachers; under the impact of unprecedented enrollments the staffing of the instructional program has proved to be an extremely serious problem.

The shortage of college teachers has necessitated greatly increased loads for faculty members, as well as the employment of some teachers whose qualifications are not equal to those formerly considered requisite for college-level instruction. Acceptance of some new instructors who do not have the highest academic qualifications has not resulted in serious deterioration in the quality of instruction, however, since most of these new teachers have been assigned to classes at the freshman or lower division level, where the bulk of the increased enrollment is concentrated and where specialization of subject matter has not reached a high degree.

The overloading of instructors has involved not only a lengthened teaching schedule but also an increase in the size of classes, sometimes to almost incredible numbers. The spirit of the faculty members in accepting these overloads has been admirable, but such an arrangement must clearly be considered temporary in spite of the fact that the prospects for having a sufficient number of qualified teachers during the next few years are decidedly dim.

A further complication in the faculty situation has arisen from the fact that institutional revenues have not increased in proportion to the numbers of students and the rise in the cost of living. While there has been some general tendency to adjust the faculty salary scale upwards, in few institutions have such adjustments been equal to the increase in the cost of living. As a result, college teachers today are carrying these heavy overloads of work and are receiving less remuneration, in terms of purchasing power, than they did in prewar years. This situation militates against the recruitment of the kinds of personnel needed for faculty positions.

Although the situation during 1946-47 was extremely difficult for all concerned with higher education—students, faculty members, and administrative staff—even greater difficulties are anticipated within the next 2 or 3 years. The overcrowded campus facilities must be expanded to care for still further increases in enrollments. As the wave of increased enrollments moves along, from its present concentration in the freshman year into the upper divisions and graduate schools, the demands for specialized equipment and laboratory facilities and for faculty members of the highest levels of scholarly competence will be much more difficult to meet than the shortages that have been met and in some measure overcome in 1946-47.

Question was frequently raised with the Division of Higher Education concerning the numbers of qualified young people who were unable to obtain admission to college or university during 1946-47. Definite statistics to answer this question are not available, and to obtain them would require a large-scale project beyond the resources at hand. It seemed feasible, however, to take a poll of the opinions of educators who were in a position to observe the situation in their own States; and such a poll was undertaken by the Division from a well-distributed sample of educators throughout the country. About 80 percent of the respondents were of the opinion that practically all qualified students in their States were able to obtain entrance to college. It was apparent, however, that the situation was by no means uniform throughout the country, and that in certain States considerable numbers of well-qualified students could not obtain admission to any college or university. There were also probably large numbers of students who managed to get into some college, but not into the one they wished to attend, or not into the curriculum they were chiefly interested in pursuing.

Great interest has been shown, both by institutions of higher education and by large numbers of interested citizens, in the probable future trends of enrollments. The institutions are concerned about the practicality of expanding their facilities on a permanent basis. Parents are concerned about the opportunities for their younger children to enter college in the years that lie ahead. The members of the staff of the Division of Higher Education have been besieged with requests for predictions of future trends in college enrollments. Estimates of this nature have been prepared, with the assistance of staff members in the Research and Statistics Section. The considered opinion is that college enrollments will likely never drop below levels attained in 1946-47, and that further increases may be expected, at least during the period of the next few years when large numbers of veterans will continue to take advantage of their educational benefits under Public Laws 16 and 346.

Higher Education Periodical

HIGHER EDUCATION, the journal established by the Division of Higher Education, provided one of the chief means for disseminating information from the Division during the year. Eighteen issues of HIGHER EDUCATION were published, on a semimonthly basis, during the academic year from September through May. These were distributed to a mailing list of about 10,000 institutions, agencies, and individuals.

As a service to institutions of higher education, the Division has undertaken to keep abreast of the actions of the Congress that affect

colleges and universities. A staff member of the Division prepares notes on legislative developments, based on information appearing in the Congressional Record and other sources. These notes are published regularly as a special feature of HIGHER EDUCATION.

Land-Grant Colleges and Universities

The Division of Higher Education has a particularly close relationship to the land-grant colleges and universities, because of the responsibilities of the Office of Education, handled through this Division, for administering the land-grant college funds. Reports on the distribution of the Morrill-Nelson funds have been filed as required by law. The annual reports for the fiscal years 1944 and 1945, publication of which was delayed by wartime conditions, have now appeared, and the annual report for 1946 has been prepared.

During the year 1945-46, the most recent date for which information is available, the 69 land-grant institutions enrolled 296,077 civilian and 13,793 military students in residence, a total of 309,870. This was an increase of 116,555, or 60 percent, from the year 1944-45. The increase in the enrollment of men was 106 percent, and in the enrollment of women, 15 percent. A total of 27,474 undergraduate and first professional degrees and 4,090 graduate degrees were conferred. These numbers represent increases of 20 and 30 percent over the comparable degrees granted in the previous year.

The income of the land-grant colleges and universities for general and educational purposes for the year 1945-46 amounted to \$277,646,602, a slight decrease (0.2 percent) from the income in the previous year. Of this income, 27 percent was from Federal sources. An additional amount of \$38,061,194 was received for physical plant and \$9,358,806 for additions to endowment.

Staff members of the Division visited six land-grant institutions in order to study their programs and learn about new developments in their organization and activities. Members of the staff attended the annual meeting of the Association of Land-Grant Colleges and Universities and the Conference of Presidents of Negro Land-Grant Colleges.

Two studies of special interest to the land-grant colleges were initiated. One is a survey of curriculums of less-than-degree length in the land-grant colleges and universities; the other is a study of trends of tuition fees. Both were in process at the end of the fiscal year.

Members of the Division are participating in the planning of a large-scale project to improve agricultural instruction in the land-grant colleges for Negroes. This project, under the general direction

of the Conference of Presidents of Negro Land-Grant Colleges, is being financed by a grant from the General Education Board.

Howard University

The Office of Education is legally charged with responsibility for an annual inspection of Howard University. However, such an inspection was not undertaken during 1946-47, pending clarification of the responsibilities of the Office in this respect.

Certain of the staff members of the Division of Higher Education participated in a survey of Howard University. Later in the year the Director of the Division, at the request of the Federal Security Administrator, submitted his review of the recommendations made in the survey report; he also outlined plans for improving the relationship between the Federal Government and Howard University.

Teacher Education

The shortage of teachers remains one of the most critical problems in the public-school systems of this country. Preparation of teachers is a function of institutions of higher education and therefore the Division of Higher Education has a deep interest in this subject.

Circular 209, *Teacher Placements, Registration, and Related Services*, has been revised and is now available. The circular entitled *Suggestions to Prospective Teachers* has also been completed. The preparation of uniform blanks on which State departments of education may request the information they need for teacher certification is close to completion. Throughout the year materials on the extent of the teacher shortage and the means to meet it were assembled and disseminated to scores of individuals and agencies interested in the problem.

Education of Negroes

The large-scale project, involving the preparation of materials and personnel for the education of Negro adult illiterates, has been successfully carried through the first year of its operation, according to schedule. This project has been financed in part by a grant from the Carnegie Corporation. It has such obviously valuable potentialities that the Carnegie Corporation has provided an additional grant of \$25,000 to carry it through the second year of operation. Six institutions of higher education are cooperating directly in this project. It has attracted wide interest because of the promise it gives of developing important new materials and methods in the education of adult illiterates.

The bulletin, *Education of Negro Leaders*, has been completed for early publication. The study is an outgrowth of an analysis made in connection with the survey of Howard University.

Dental Education and Research

In March 1944, the American Association of Dental Schools adopted a comprehensive plan for the continuous study of the dental curriculum and dental teaching and appointed a standing committee to have charge of the work. Three committees—one each for histology, oral diagnosis, and radiography—have prepared reports on the teaching of these subjects in dental schools. These reports have been the subject of conferences at annual meetings of the American Association of Dental Schools. The reports and the conference proceedings have been published. The committee on teaching, under the chairmanship of a Division staff member, has supervised this work. It has also selected committees on biochemistry and orthodontics to report on instruction in these fields.

The Committee on Research of the American College of Dentists awarded grants-in-aid for research on dental problems, most of which is carried on in dental schools. The Committee on Student Recruitment considers ways of encouraging capable young people to enter colleges of dentistry. A staff member of the Division is on both committees.

The Committee on Examinations of the National Association of Dental Examiners has been studying plans for establishing a pool of examination questions for use by State dental examining boards. The same Division staff member is also on this committee. During the year it collected questions on oral pathology and reported its experience to the association.

Pharmaceutical Survey

Cooperative relations by the Division in the field of professional education are illustrated by still another project. Working on a part-time basis, a Division staff member has served as assistant director in charge of curriculum studies of the Pharmaceutical Survey, a 3-year study being conducted under the auspices of the American Council on Education. The curriculum study is one part of an extensive study of all aspects of pharmaceutical education.

Faculty Salaries

One of the critical issues in higher education has to do with the salaries of teachers. No recent data are available on faculty salaries, and to obtain such information on a complete basis would have in-

volved an expensive job of collecting original statistical data. To meet the situation, a study was undertaken during 1946-47 concerning the administration of faculty salaries. As a basis for this study, colleges and universities were asked to submit copies of their rules and regulations governing the payment of faculty salaries, including the scale for salaries in the various academic ranks, the periods for which salaries are paid, and the kinds of regular deductions made from salaries. Returns from almost 650 institutions were received and analyzed. A preliminary report has been prepared for publication in *HIGHER EDUCATION* in the fall of 1947.

A special study of the salary policies of the group of colleges that have engineering schools was made from the data collected, and was reported in April in a brief mimeographed circular addressed to the deans of engineering colleges. A special analysis of salary schedules and policies in colleges for Negroes was also prepared from the source material collected in the study of faculty salary administration; it was reported at the meeting of the Association of Negro College and University Business Officers and will be published in the proceedings of that organization.

Educational Directories

The preparation of the annual edition of the *Educational Directory*, Part 3, Colleges and Universities, is a responsibility of the Division of Higher Education. The 1946-47 edition, concerning 1,700 institutions of higher education, contains information that was checked for authentication by the individual institutions concerned. Of the 1,700 institutions, 783 were classified as colleges and universities, 266 as professional schools, 215 as teachers colleges and normal schools, and 436 as junior colleges. Classified according to control, 364 were under State authorities, 199 under district or city control, 445 under private boards, and 692 under the control of religious denominations. Institutions for men numbered 223; those for women 275; those for both men and women 1,202; and those for Negroes 107.

During the year a special *Directory of Institutions Offering Graduate Work* was prepared and published, in which 324 colleges and universities offering programs for the master's or doctor's degree were listed. The *Directory of Graduate Schools* has been favorably received and it is expected that a revised edition will be necessary at regular intervals hereafter.

In addition to these published directories, the Division of Higher Education maintains almost 200 different lists of institutions classified according to various criteria, such as those offering particularized curriculums, or those that have been recognized as distinguished for their graduate programs in certain specific fields of study. These lists

are in mimeographed or typewritten form and are useful in answering inquiries from persons who wish to know what institutions of particular types are available.

From time to time new lists are added as requests come in for classifications not previously compiled. The existing lists undergo constant revision as conditions change.

Engineering Education

The project for the maintenance of a clearing house for information regarding engineering and technical education, initiated during the preceding year, has been carried forward. This particularized interest in engineering education is in part an outgrowth of the cooperative relationships that were developed between the engineering colleges and the United States Office of Education during the operation of the Engineering, Science, Management War Training Program. The staff member especially concerned with engineering education has maintained close contact with the various engineering societies and has served on committees of those organizations. During the year he visited six engineering colleges to observe their programs and to obtain ideas as to the ways in which the emergency caused by the rapid increases in enrollments could be met.

Special interest has been maintained in the reporting of enrollments in engineering colleges. A staff member of the Division has served as a member of the special committee of the American Association of Engineering Education on enrollment trends. In addition to the usual reports on numbers of students in engineering colleges, statistics have been collected and compiled on the number of preengineering students in the various colleges, universities, junior colleges, teachers colleges, and other nonengineering institutions throughout the country. The data on preengineering students, which have never before been available, showed a total of approximately 77,000. These figures have proved to be of great interest to those responsible for engineering education, who need to estimate well in advance the nature and extent of the demand for instructional service at the various levels of the engineering curriculum.

Advisory and Consultative Services

A large part of the work of the Division of Higher Education consists of advisory and consultative services to individuals, institutions, and organizations. During the year the Division has rendered special services to two important temporary Federal agencies, the President's Commission on Higher Education, and the President's Advisory Commission on Universal (Military) Training. Staff members are in

touch almost daily with members of other agencies of the Federal Government who are seeking advice and information on problems related to higher education.

During 1946-47 the 7 members of the professional staff attended a total of 128 meetings of national, regional, State, and institutional groups; addresses were made before 83 of these meetings.

The Director of the Division directed a comprehensive survey of higher education in Maryland during the period between July 1946 and January 1947. This survey was made at the request of the Maryland Commission on Higher Education, appointed by the Governor of the State in pursuance to a legislative act passed in 1945. Arrangements for the direction of the survey, which was under the auspices of the American Council on Education, had been completed prior to the appointment of the new Director of the Division of Higher Education. He therefore did his work on the survey while on leave without pay from the Office of Education. The survey report has been published by the American Council in a volume of 384 pages.

The Director of the Division and the Specialist in Negro education participated, during the fall of 1946, in a survey of public higher education in Florida. This survey was part of a comprehensive study of the entire educational program in Florida under the auspices of the Citizens School Committee. On the basis of this study, the Citizens Committee has been able to bring about certain significant changes in the institutional pattern of higher education in Florida.

VETERANS EDUCATIONAL FACILITIES PROGRAM

THE ENACTMENT of the Mead bill on August 8, 1946, as Public Law 697, Seventy-ninth Congress, threw a heavy responsibility on the Office of Education for examining and approving Justifications of Need for surplus Federal properties requested by schools and colleges in order to provide a program of education for veterans. This law made the Federal Works Agency responsible for supplying surplus buildings, equipment, and supplies, as they could be made available by the War Assets Administration, wherever the Commissioner of Education certified that an urgent need existed or impended for their use in educating veterans.

Prior to the initiation of the program under Public Law 697, the Office of Education had established a Surplus Property Utilization staff which has cooperated with educational institutions and the War Assets Administration in the disposal of real property and with the Army, Navy, and other owning agencies in the disposition of property they were authorized to donate to educational institutions without regard to the enrollment of veterans. These activities are described elsewhere in this report.

Responsibility for operating the Veterans' Educational Facilities Program authorized by Public Law 697 was assigned to the Division of Higher Education. The Specialist in State-Wide Programs in this Division was named as chief of the VEFP section to direct the program. It has been organized so as to permit a decentralized administration. A small staff has been maintained in Washington, and some 35 persons were assigned to duty in 9 regions of the United States. These field staffs are housed with the staffs of the Bureau of Community Facilities, Federal Works Agency, in New York, Washington, Atlanta, Chicago, Kansas City, Fort Worth, Denver, San Francisco, and Seattle. The fact that they have power to make decisions on the requests submitted by school and college administrators has enabled educators to deal on a face to face basis with responsible representatives of the Commissioner of Education.

As of June 30, 1947, 1,650 educational institutions had submitted statements justifying their need for buildings and equipment. Of this total, 1,124 institutions had requested 33,000,000 square feet of floor space and 529 institutions had requested only equipment and supplies.

The VEFP staff had approved 20,500,000 square feet of the requested space and the Federal Works Agency had entered into agreements with the institutions to provide 13,500,000 square feet of the space that had been approved. Approximately 4,500,000 square feet of the contracted space is allocated to classrooms, 2,200,000 to laboratories, 1,000,000 to administration buildings, 1,000,000 to cafeterias, 500,000 to libraries, 300,000 to infirmaries, and 4,000,000 to a miscellaneous group of buildings.

The Seventy-ninth Congress appropriated \$75,000,000 for the use of the Federal Works Agency in dismantling, removing, and reerecting buildings needed by educational institutions in providing a program of education for veterans. At the close of the fiscal year the Federal Works Agency had allocated \$73,000,000 of the appropriation to construction projects. Many of these buildings are already in use on school and college campuses and it is expected that most of those for which funds have been allocated will be ready for use when schools open in the fall of 1947. In order to assure an equitable distribution of the facilities that could be provided with the above appropriation, funds were allocated for use in each State according to the ratio the veterans of a State approved for a program of education and training bore to the total number of such veterans in the United States.

The 1,650 institutions, by June 30, 1947, had filed requests for instructional and maintenance equipment which by War Assets values would aggregate \$200,000,000. Slightly more than half of these requests were approved by the representatives of the Commissioner of Education. At the close of the fiscal year the War Assets Administration had transferred to the Federal Works Agency under the provisions of Public Law 697 approximately \$20,000,000 worth of equipment and supplies for use in educational institutions which needed them in providing a program of education for veterans. In addition, the War Assets Administration had received purchase orders from educational institutions for \$18,000,000 worth of equipment, for which they had been approved by the United States Office of Education through the Federal Works Agency. The War Assets Administration supplied this material at a 95 percent discount from its fair value.

The above transactions provided educational institutions with approximately 15,000,000 items of badly needed equipment. Electrical and metal-working machinery accounted for \$7,000,000 worth of the property; electronics equipment \$4,000,000; office and classroom furniture \$2,000,000; professional and scientific instruments \$1,000,000; lockers, filing cabinets, and other metal products equipment \$500,000; motor vehicles \$500,000; aircraft \$500,000; plumbing and heating equipment \$500,000; fire control equipment \$500,000; refrigerating and air-conditioning equipment \$300,000; glass, clay, and stone equip-

ment \$200,000. Other items ran the gamut of equipment ordinarily used in schools and colleges.

The building program is expected to be completed by December 31, 1947, but equipment from war surplus materials is expected to be provided for educational institutions engaged in a program for veterans until June 30, 1948.

CENTRAL SERVICES

DURING THE YEAR the work of the Central Services Division was carried forward by its four constituent sections, namely, Research and Statistical Service, Information and Publications Service, Office of Education Library, and Administrative Management and Services. High-light activities of these sections are reported as follows:

Research and Statistical Service

Speed and Saving

Steps were taken by the Research and Statistical Service during the year to expedite the tabulation and reporting of vital statistics on education. Following recommendations of educators and technicians made in a national conference called by the Office of Education in October 1945, this Service changed from manual to machine tabulation and officially launched a program which should speed the supplying of statistics on American education in the future and reduce the cost.

Basic periodical statistics of public high schools and of land-grant colleges were tabulated by machine in 1947, and plans were made to use the same machine tabulation method for statistics of city schools, higher education, and university and college libraries.

Scientific Sampling

Thus for the first time in many years of statistical work, the Office of Education has been enabled to initiate a major program of statistical tabulation by machine on a large scale. The new tabulation process makes it possible for the Research and Statistical Service to do scientific sampling studies of specific use to the Nation's 27,000 public high schools, 1,700 colleges and universities, 3,000 city school systems, and 1,700 college libraries.

Renewed Emphasis

Efforts to develop more uniform records and reports, impeded during the period of war, were given new impetus during the year. Two conferences were held to stimulate uniform recording and reporting for pupil transportation and use of visual aids.

Plans were made to give continued emphasis to provision of professional statistical advice and service through use of the sampling technique, simplification of forms for adaptation to machine tabulation,

and otherwise to meet the needs of educational specialists and the profession generally for more current statistical data.

Completed

A record Nation-wide survey of college and university enrollments was completed by the Research and Statistical Service in a period of 6 weeks during the year. Statistical studies prepared by the Service and published are included in the listing reported by the Information and Publication Service.

For Research Studies

The Service participated in meetings of the Interdivisional Committee on Research and Statistics held during the year to integrate research and statistical activities of the Office of Education with the needs of the various divisions.

Cooperative statistical service was provided by the section for the following studies of other Divisions: High-School Principals; Guidance Practices in the Richmond, Va., Area; College Facilities; College Salaries; Potential Engineers; Survey of American History Teaching; and Survey of Home Economics Teachers.

Information and Publications Service

In the Public Interest

The Citizens Federal Committee on Education—which acts in an advisory relationship to the Office of Education, and consists of members selected by various groups representative of broad segments in American life—requested the Office to seek help in presenting the facts on the school crisis to the Nation. The Citizens Federal Committee, subsequently, with some assistance from the Information and Publications Service, was able to obtain the cooperation of many business firms, radio broadcasters, magazine and newspaper editors in such an effort. As a result, messages were broadcast over 700 national radio programs; articles appeared in many of the leading national magazines and in newspapers across the country—all in the public interest.

Diffusing Information

Long- and short-term recommendations for educational public relations were recommended at a national advisory conference called by the Information and Publications Service. These recommendations were made by leading educational editors and information specialists, after analysis of present United States Office of Education policies. Preliminary plans for a survey of educational journalism to discover trends and compile data for a printed report also were made by this Service.

The long-established function of this Service in preparing for printing and publishing the research findings of Office of Education specialists was continued. Approximately 2,500 printed pages were edited, and 53 publications came from the press during the year. These included bulletins and leaflets making available research information to promote education at all levels. In addition the historic biennial survey statistics for State and city school systems and of higher education were also published, as well as the *Educational Directory*, and two official periodicals—SCHOOL LIFE and HIGHER EDUCATION.

Carrying further the original mandate of Congress to "diffuse such information as shall aid in the establishment and maintenance of efficient school systems . . .," the Information and Publications Service answered over 20,000 letters and 9,000 telephone requests and prepared 25 educational news releases. Specific help was given 44 different agencies of the Government in bringing information of interest to the schools and colleges.

SCHOOL LIFE, official monthly journal of the Office, was made available to superintendents of city schools in cities of 2,500 population and over, and to all county superintendents and State education officers. HIGHER EDUCATION went regularly to all college and university presidents. Revision of high-school mailing lists was begun during the year so that appropriate Office of Education information may be made available to every high school in every community. The Service continued cooperation with the Superintendent of Documents in effecting Nation-wide announcement of new publications in education.

Publications off the Press During 1947

BULLETINS, LEAFLETS, ETC.

Education in Peru. Bulletin 1946, No. 3.

Education in Costa Rica. Bulletin 1946, No. 4.

How to Build a Unit of Work. Bulletin 1946, No. 5.

Education in Colombia. Bulletin 1946, No. 6.

High-School Credit and Diplomas Through Examinations and Out-of-School Experiences. Bulletin 1946, No. 7.

A Curriculum Guide to Fire Safety. Bulletin 1946, No. 8.

Engineering Science and Management War Training—Final Report. Bulletin 1946, No. 9.

Vocational Training for War Production Workers—Final Report. Bulletin 1946, No. 10.

Rural War Production Training Program—Final Report. Bulletin 1946, No. 11.

Program of Education and Training for Young Persons Employed on Work Projects of the NYA—Final Report. Bulletin 1946, No. 12.

Training Films for Industry. Bulletin 1946, No. 13.

Student War Loans Program—Final Report. Bulletin 1946, No. 14.

Inter-American Understanding and the Preparation of Teachers. Bulletin 1946, No. 15.

- Statistics of Land-Grant Colleges and Universities, Year Ended June 30, 1944. Bulletin 1946, No. 16.
- Public Relations for Rural and Village Teachers, Bulletin 1946, No. 17.
- Vocational Education of College Grade. Bulletin 1946, No. 18.
- Planning and Equipping School Lunchrooms. Bulletin 1946, No. 19.
- A Bibliography of Materials for the Teaching of English to Foreigners. Bulletin 1946, No. 20.
- Statistics of Land-Grant Colleges and Universities, Year Ended June 30, 1945. Bulletin 1947, No. 1.
- Visiting Teacher Services—Report of a Conference Called by the Commissioner of Education and Held in the U. S. Office of Education, Washington, D. C., June 1945. Leaflet No. 75.
- Federal Government Funds for Education, 1944-45 and 1945-46. Leaflet No. 77.

BIENNIAL SURVEYS OF EDUCATION, 1942-44.

- Statistical Summary of Education, 1943-44. Chapter I.
- Statistics of State School Systems, 1943-44. Chapter II.
- Statistics of City School Systems, 1943-44. Chapter III.
- Statistics of Higher Education, 1943-44. Chapter IV.

EDUCATIONAL DIRECTORIES

- Associations and Directories, 1945-46. Part IV.
- County and City School Officers, 1946-47. Part II.
- Colleges and Universities, 1946-47. Part III.

VOCATIONAL EDUCATION

- Guide to Occupational Choice and Training, Vocational Division Bulletin No. 236.
- Better Homes for Negro Farm Families.
- Digest of Annual Reports of State Boards for Vocational Education, Fiscal Year Ended June 30, 1946.
- Homemaking Education in Secondary Schools of the United States.
- Practical Nursing, Misc. No. 8.
- Suggestions Relating to the Preparation of Instructional Material for Supplementary Training of Apprentices.

MISCELLANEOUS

- Annual Report of the Federal Security Agency—Section Two, U. S. Office of Education, 1946.
- Expenditures per Pupil in City Schools, 1944-45.
- Fellowship Program for Teachers From the Other American Republics.
- Radio Script Catalog.

PERIODICALS

- SCHOOL LIFE (10 issues—October 1946-July 1947, inclusive).
- HIGHER EDUCATION (18 issues—September 2, 1946-May 15, 1947, inclusive).

REPRINTS

SCHOOL LIFE:

- Financing the Public Schools of Kentucky. June 1946.
- The Far East—Selected References for Teachers. July 1946.
- The Case of Science in the Elementary Schools. July 1946.
- Elementary Science Objectives. October 1946.

Techniques in Teaching Current Affairs. November 1946.

Acts of the 79th Cong., 2d sess., Relating to Education. December 1946.

Iran: Selected References. December 1946.

Elementary Science Series. Four articles, July 1946, October 1946, January 1947, April 1947.

Health Education for the Elementary School. Four articles, November 1946, January 1947, February 1947, March 1947.

Statistics on Pupil Transportation. May 1947.

Summer Study Programs in International Relations. May 1947.

HIGHER EDUCATION:

School Organization in Latin America. January 1, 1947.

Evaluation of Foreign Student Credentials by U. S. Office of Education. May 1, 1947.

American Education Illustrated

An outstanding production of the Service during the year was a 15-panel exhibit titled *Education in the United States* prepared at the request of the Department of State for display at the first general conference of the United Nations Educational, Scientific, and Cultural Organization held in Paris, France, November 19–December 10.

This demountable-panel exhibit, in color and photograph, and with captions in both English and French, dramatized American education goals, scope, opportunities, and organization for the representatives attending the conference from all nations of the world. As a traveling exhibit following the conference, this graphic display carried the story of American education to peoples of many French provinces.

Another UNESCO exhibit prepared by the Service stressed the theme of relief and rehabilitation through education. This display showed pictorially and graphically how American education has cooperated with non-Government agencies during the postwar period in helping attack such problems as housing, health, hunger, and illiteracy throughout the world.

Graphic work included the completion of 90 lay-outs, with special illustrations or format for Office publications; 27 exhibits or posters; 83 charts and maps; the filling of 53 requests for 842 educational photographs; and 117 miscellaneous jobs.

Office of Education Library

New Demands for Service

Postwar developments in education both in this country and abroad have patterned the types of service rendered by the Office of Education Library during the past year. Requests and provided service reflected the renewed national interest in education, the school crisis, veterans' education, Federal aid legislation, universal military training, UNESCO, and reestablishment of libraries abroad.

More than 65,000 books were used in the Library reading room by 8,100 readers during the year, an increase from 25,000 books used during the 1946 fiscal year. Approximately 5,700 books were circulated outside the Library, many through the 2,600 interlibrary loans recorded. Mail and telephone reference calls went over the 12,000 mark during the year. Added to the Office of Education Library collection were 11,000 books and 10,000 single issues of educational periodicals. Many book publishers and the Library of Congress cooperated in supplying 700 textbooks to keep current the Library's collection of elementary and secondary school textbooks.

To Other Countries

Through the Department of State many new catalogs of institutions of higher education in other countries were acquired for reference use in this country, and American college and university catalogs, collected by the Library specifically for the purpose, were made available for use in United States embassies, United States information offices, and other Department of State centers throughout the world. Also on the international service level, the Library cooperated with the Library of Congress in compiling a suggested purchase list of books in secondary education for the Biblioteca Central of the Consejo Nacional de Enseñanza Secundaria y Preparatoria, Montevideo, Uruguay. Another list, prepared for Chinese universities, was reviewed at the request of the American Library Association.

Providing services and facilities during the year chiefly to the Office of Education staff to further research programs, the Library also gave assistance to colleges and universities, learned societies, educators, students, and others. Also sharing in Library service were other departments of Government, the Congress, business and professional organizations, other libraries, and the general public.

Theses and Courses of Study

The Library's loan collection of theses received from colleges and universities throughout the United States was increased by 202. This collection now includes 6,996 theses from 78 institutions of higher learning. Approximately 500 courses of study from State, city, and county boards of education were received and are available for reference in the Library. During the year, 7,209 volumes were classified by the Library, and 25,000 cards were prepared and filed in the card catalog. More efficient methods put into effect helped to expedite the cataloging of acquisitions. The medium of *SCHOOL LIFE* was used to announce new accessions, chiefly theses, new books and pamphlets, and courses of study.

Administrative Management and Services

Major Emphasis

Among many activities of this section during the year, all dealing with budget preparation and planning, fiscal services, personnel, and mails and files, several of the more important ones may be mentioned. These touch on plans made and steps taken to recruit professional staff members for the Office of Education, further development of plans and projects for programing work of the respective divisions and services of the Office and reporting on such work periodically, and efforts to bring the entire personnel of the Office of Education together in the Federal Security Building, headquarters of the Federal Security Agency.

Cooperating with Commission

Early in the year an Expert Examining Committee was established within the Office of Education to aid the Office personnel section in developing qualification standards and in locating and employing top-flight specialists for service to American education. Cooperating with the Civil Service Commission, this committee initially prepared an announcement for educational specialists in grades P-6 through P-8, which the Commission issued on January 14, 1947. Nation-wide response to this circular by qualified educators enabled the Civil Service Commission to establish registers from which 20 staff positions have been filled on a permanent basis, and selections made for the filling of additional positions. These new appointments are in line with the plan "to improve the services of the United States Office of Education" through a strengthened professional staff.

Also, in accordance with the organizational plan established for the Office, this section, during 1947, effected the classification of all new positions previously approved under the Office budget. Restatement of duties for many formerly established positions was made to bring such positions in line with the organizational plan.

Programing

New-type programing of Office of Education work which began last fiscal year was further developed during this fiscal year. Procedures were revised and refined to insure more comprehensive description of projects planned, the objectives, significance of problems involved, and plan of work. This kind of reporting at regular intervals will provide the Commissioner of Education with necessary data to coordinate work projects within the Office and to improve Office administration generally. Staff conferences held during the year helped to establish Office-wide goals, and clarified the purpose of adequate and uniform programing and periodic reporting.

Moving

Negotiations were begun during the year to consolidate all Office of Education offices in the Federal Security Building. For many years, and especially during the war, these offices have had several different locations. About half of the Office staff already has been moved to the Federal Security Building. Bringing all Office of Education personnel together in one building, which is also the headquarters of the Federal Security Agency, is expected to improve working relationships and Office efficiency.

Other Activities

Student war loan activities were transferred to this section during the past fiscal year. Budgets and reports were developed for Surplus Property Utilization, the Veterans' Educational Facilities Program, and the International Exchange of Persons Program. Liquidation of war activities involved the disposition of surplus property and equipment and a complete revision of property control records. The staff participated in the development of procedures to effect better systems of handling correspondence and mail distribution, and for destruction or other disposition of Office records. Advisory service to the Commissioner and to all Division directors on administrative problems was rendered as usual throughout the year.

INTERNATIONAL EDUCATIONAL RELATIONS

THE EVER-GROWING INTEREST in international affairs has been reflected in the educational world. The Division of International Educational Relations during the 1947 fiscal year has been called upon for many types of assistance. It has been in a position to cooperate with governmental agencies, educational institutions, educators, students, and others who are interested in education from every State of the Union and our outlying parts. The Division has also worked with the governments, educational institutions and associations, educators, and students of many other countries.

Evaluation of Academic Credentials

One of the major problems which confronted all of United States education at the college and university level was the heavy influx of foreign students. The growing number of students from other countries who wish to study in this country is indicated by the increase in requests made to the Division for an estimate of the foreign student's academic background and attainment so that appropriate placement could be made. Approximately 300 educational institutions in the United States requested the Division to evaluate more than 2,600 foreign academic transcripts, which represented an increase of more than 800 over the previous year. The evaluation of these records involved translations into English from 26 different languages.

Exchange of Students and Teachers

Another large and significant portion of the work of the Division was the exchange programs. More than 225 foreign academic personnel were the direct responsibility of the Division; and these professors, teachers, and students were assigned to colleges, universities, elementary and secondary schools in nearly every State in the country. The visiting educators and students participated in the following programs: Buenos Aires Convention for the Promotion of Inter-American Cultural Relations, Teacher Trainees from the other American Republics, Travel and Maintenance Grants to United States students for study in Latin America, Visiting Teachers of English from the other American Republics, Spanish Language Seminar for United States Teachers of Spanish, Interchange of Teachers between the United Kingdom and the United States, and the Interchange of Teachers between Canada and the United States.

Exchanges With American Republics

Under the provisions of the Buenos Aires Convention, 30 graduate students from 14 American Republics came to the United States. The Division assisted in the selection of these students; assisted them in finding suitable housing accommodations; arranged for their orientation, placement, and registration in 26 colleges and universities. Foreign advisers in the universities were informed of the special needs of each student. During the year the Division arranged for the payment of each student's tuition and monthly maintenance allowance; followed his progress through reports from the supervising professor; provided continuous counsel and guidance for him; and, in general, aided him in making the necessary social adjustment to a new environment.

In cooperation with the Department of State, the Division processed the applications and helped select the 13 United States graduate students and 5 alternates who received travel and maintenance grants for study and research in the other American Republics. These students came from eight different States and represented the fields of history, music, art, Spanish-American literature, Spanish, political science, economics, geography, and international relations. The grants are for a period of 6 months to a year and, in some cases, may be renewed.

In August 1944, a program in teacher education was established in cooperation with the Interdepartmental Committee of the Department of State. This program granted 6-month fellowships to a small number of teachers from the other American Republics for specialized training in the United States. Phases of education in which the need was critical were given priority. Under that program during the 1947 fiscal year, six teachers came to this country from the following republics: Cuba, 1; Panama, 1; Paraguay, 1; Colombia, 2; Peru, 1. The Division with the cooperation of specialists in the other divisions of the Office coordinated the itineraries and programs for these teachers. Reports of their activities have been received for the purpose of evaluation and future publication.

Another program in teacher education brought 23 teachers of English from 12 of the other American Republics to the United States for a 3-month scholarship for intensive training in methods of teaching English as a second language. The Division arranged with the University of Pennsylvania and Indiana University to receive these teachers in two groups for work in a 6-week course in linguistics, phonetics, and various methods of teaching the language. After 6 weeks at the universities the teachers were sent to high schools and colleges in other sections of the country for a month's stay. There they assisted our

teachers of Spanish, Portuguese, or French, and observed classes in English and other subjects of interest to them. The teachers visited New York and Washington, D. C., before their return to their homes. The enthusiastic reports from the universities and the schools which the teachers later visited indicate the value of the program. One of the teachers from Panama spoke 52 times in Philadelphia to a total of approximately 10,000 students.

The counterpart of the above program is that of the Spanish Language Seminar for United States teachers of Spanish. This program, in its fourth year, is conducted in cooperation with the National University of Mexico. The aim is to reduce the language barrier and improve the pronunciation and fluency of our teachers of Spanish. Eighty-five teachers representing 30 States and the District of Columbia attended the Seminar in Mexico City from July 1 to August 15.

Interchange of Teachers with Great Britain

This completes the first year of the interchange of teachers between the United States and Great Britain. Thirty States participated in the program, and 74 British teachers were exchanged on both the elementary and secondary levels with 74 teachers from the United States. For the coming year, plans were completed for the exchange of approximately 125 teachers from the United States with an equal number from Great Britain.

The Division also provided assistance to United States teachers in securing teaching positions in other areas of the world. From a roster of available personnel which it maintains, panels of qualified teachers and professors were submitted upon request to the Inter-American Schools Services of the American Council on Education, the Department of State, the War Department, and other public and private agencies for possible assignments in foreign countries.

Preparation and Exchange of Information on Education

During the year the Division received hundreds of requests for information on education in other countries of the world, and from abroad came inquiries for information about education in the United States. In both instances, these requests came from Government agencies, educational institutions, and individuals, and covered a wide range of information. From the United States came requests for general information on education in other countries, as well as on specific topics such as the curriculum in certain fields of study in various foreign universities, physical education, organization of literacy campaigns, teacher training, and opportunities for GI study abroad.

Preparation and Exchange of Materials for Use in Schools

To meet the needs for teaching aids and materials in the schools of the United States at all levels, the Division continued its loan-packet service, which consists of furnishing 20 different packets on various Inter-American topics. Packets were sent to approximately 2,000 schools and colleges on a 3-week loan arrangement and by giving the borrower an opportunity to examine the material, facilitated the selection of material suitable to his particular needs.

The Materials Unit also has available for loan 1,500 kodachrome slides on life in the other American Republics, together with teachers' notes giving information about each slide. Through the loan-packets and the slides, the Division has received an average of 700 requests each month for additional information and material. In addition to the loan packets more than 3,000 packets of free materials, such as maps, charts, pamphlets, and brochures were sent to teachers throughout the country. There was also a noticeable increase in the number of persons active in community affairs who made use of this service during the year. Several business firms which were carrying out some type of activity on international affairs also called on the Division for program suggestions and background information.

Another phase of the work in the exchange of materials was the Pen Pals—the correspondence initiated between young people of foreign countries and those of the United States. The bulk of foreign letters received during the year was from Germany, although there also were letters from Austria, England, France, Latin America, Australia, and other regions. Approximately 30,000 letters were received from students of all ages, from primary students to university graduates, as well as a small number from business and professional people. The Division made direct arrangements through which 21,722 of these letters from abroad were answered by school children and university students.

Education Studies and Publications

The Division of International Educational Relations has continued the preparation of basic studies on education in Central and South American countries begun in 1943 under the sponsorship of the Inter-departmental Committee on Cultural and Scientific Cooperation of the Department of State. During the year reports on education in Colombia, Costa Rica, and Peru were published; reports on five countries—Dominican Republic, Ecuador, El Salvador, Guatemala, and Nicaragua—were sent to press; the manuscripts of three others—Haiti, Panama, and Venezuela—were completed; and the field study of Education in Bolivia has been completed and the report is being prepared.

Members of the Division staff prepared 27 articles for publication on various phases of international education. These appeared in *SCHOOL LIFE*, *HIGHER EDUCATION*, *The NEA Journal*, *Association of Secondary School Principals' Bulletin*, *The Elementary School Journal*, *Phi Delta Kappan*. A number of these articles were republished in other publications, such as the Department of State Official Record, and in the Spanish and Portuguese Bulletins of the Pan American Union.

Staff members were repeatedly called upon to fill speaking engagements and act as discussion leaders before educational conferences, civic organizations, elementary and secondary schools, colleges and universities, church groups, libraries, and parent-teacher associations. More than 50 such engagements were filled.

Foreign Visitors

The gradual resumption of international travel brought more than 500 visitors from foreign countries to the Division during the year. These included members of Ministries of Education, school officials, members of diplomatic missions and government agencies, and teachers and students. The staff of the Division helped them obtain information about our schools and school systems; made appointments for them with other agencies of the Government and private organizations; assisted them in making itineraries to include specific types of institutions and study centers; directed them to sources of material and equipment for schools; and helped them with personal problems.

AUXILIARY SERVICES

Service to Libraries Section

THE ADEQUACY OF LIBRARIES is frequently taken for granted, and at other times the significance of libraries for good citizenship and intelligent thinking is overlooked. Partly as a result of these attitudes, library services and facilities still fall far short of fulfilling their functions in the educational program of the Nation. It is nearly 100 years since Edward Everett hailed the founding of the first large public library in Boston as a landmark in completing our public educational system. Nevertheless, 23,000,000 persons are being served today by public libraries with an annual operating income of only 25 cents per capita, and another 35,000,000 persons have no public library service. Furthermore, it is probably a conservative estimate to state that 60 percent of the public schools have either inadequate library facilities or none at all. Surveys show likewise that many institutions of higher education do not have adequate library facilities to support their instructional programs.

Two major problems emerge: One, the improvement of existing libraries so that they will be able to perform their proper role in the educational program of the States; and the other, the extension of library services to regions and communities now without these essential educational facilities.

Improvement and extension of library facilities, whether they be school, college, or public libraries, involves among other things: (1) Accurate data on the current status of libraries; (2) reasonable standards of service; (3) increased competence of library workers; (4) successful recruiting of new personnel; (5) efficient library quarters and equipment; (6) adequate financial support; and (7) an awareness on the part of policy-making bodies, administrators, and citizens, of the value of libraries.

During the fiscal year 1947, the Service to Libraries Section directed its attention in varying degrees to the preceding major problems. In the matter of making available basic data on libraries, the Section tabulated and interpreted statistics from some 6,000 public library systems covering the fiscal year 1945. Preliminary circulars issued for the various size-groups of libraries were used by governing bodies and administrators of libraries and by national planning committees. Certain summary data were called for by the Senate Subcommittee

on Education of the Committee on Labor and Public Welfare at the hearings on the Public Library Demonstration bill (S. 48). With a view to assuring the economical collection of the most urgently needed data for other types of libraries, staff members maintained contacts with school library supervisors, college librarians, professional associations, and State library agencies.

The Section rendered assistance in the establishment of library standards. The specialist for school and children's library work served as consultant to the South Carolina Education Association in its program of setting up school library supervision in the State Department of Education, a program which has already become effective. This same specialist also aided the committee of the American Library Association's Young People's Reading Round Table which was concerned with formulating standards for youth service in public libraries. In addition, special summaries of data were supplied to American Library Association's Committee on Postwar Planning for its consideration of standards. A staff member participated on a committee of the Association of College and Reference Libraries which is revising the standards for the classification and pay plans of the libraries of the institutions of higher education.

The Service to Libraries Section contributed directly to the in-service training of library personnel. At the meeting of the Southeastern Library Association in October 1946 and at the Library Leadership Conference held at Tallahassee, Fla., in March 1947, the specialist for school and children's library work participated in the planning and conduct of programs to develop procedures for the in-service training of personnel and to orient persons responsible for developing library programs. This service resulted in a publication and in a series of workshops conducted in the Southeastern States during the summer of 1947.

Perhaps of equal importance with in-service training of library personnel is the problem of recruiting for the profession. Two specific activities should be noted in this connection. Consultative service was rendered on the problem of recruitment at the Library Leadership Conference in Florida, and assistance was given also to the Activities Committee of the Special Libraries Association, Washington Chapter, in its formulation of a program to recruit potential special librarians.

In the area of advice on efficient library quarters and equipment, the specialist for college libraries advised a representative of the American Institute of Architects in preparing *Building Type Reference Guide* for the July 1947 Bulletin of the Institute. This guide sets forth fundamental principles in planning library buildings. The specialist for school libraries likewise rendered assistance to the National Council on Schoolhouse Construction on the school library section of its *Guide for Planning School Plants*.

In the matter of securing adequate financial support for libraries, the activity of the section took the form of compiling and publishing special tables which showed the present woeful lack of operating funds for public library services. It also supplied to library administrators comparative circulation, personnel, and financial data for use in preparing budget requests.

With the object of making policy-forming bodies, administrators, and others aware of the essentiality of adequate library service, members of the section prepared various articles and columns. In each issue of *SCHOOL LIFE*, the section was responsible for the column, "Library Services," which reported the significant progress and activities of libraries. The specialist for school libraries prepared the library chapter, *Children's Literature Adapted to World Good Will in Strengthening World Organization Through Elementary Education*, a publication resulting from a workshop held at Syracuse University for elementary school principals. Another staff member contributed an article, *Development of Adequate Library Resources in Rural Communities*. In order that the section might be fully aware of the needs of the field, the Commissioner invited a group of laymen and librarians to Washington in June 1947 to consider problems of library development and to make recommendations for long-term planning.

Since library problems in this country were so numerous, a relatively small share of the section's time was given to those abroad. The section did help the Department of State on library school curricula for foreign countries, on foreign exchange students, and other matters. Several staff members participated in the Assembly of the Librarians of the Americas at the Library of Congress, and one specialist assisted in the preparation of the UNESCO book exhibit sent to Paris.

Educational Uses of Radio

Services to the General Field of Education By Radio

The Radio Section serves as a "clearing house" for news of developments involving the production, use, and evaluation of educationally useful radio broadcasts and program recordings, and for information concerning important events and trends in the field of education by radio. Such information is distributed through the media of the Federal Radio Education Committee's *Frec Service Bulletin*, a variety of FREC informational booklets, the regular publications of the United States Office of Education, personal contacts with leaders in this field, and through day-by-day correspondence.

Members of the Radio Section's professional staff work closely with the several professional organizations in the field of education by

radio, either as members, or in the capacity of consultants, and serve as speakers at various local, regional, and national meetings of professional and service organizations concerned with the use of radio in education.

Participation, by the Radio Section, in the basic program of the Federal Radio Education Committee is directed toward keeping commercial broadcasters and school people each continuously informed of the needs, interests, and purposes of the other. For the same reasons, close liaison relationships are maintained with the Federal Communications Commission and other Federal agencies and departments concerned with the production or use of educational broadcasts; with trade associations of broadcasters and radio-equipment manufacturers; and with the major educational, civic, cultural, and religious groups and organizations interested in education by radio.

Finally, the Radio Section assists various educational institutions in the planning and development of in-service training programs to prepare teachers to use radio effectively, and, each year, it publishes a *Directory of College Courses in Radio* for distribution, on request, as a guide to school people interested in specializing in this field.

Services Involving the Use of Educational Radio Programs and Recordings

Each month of the school year, the Radio Section prepares, for publication in the *Scholastic Teacher* magazine, a classified list of network radio programs selected by a special FREC Program-Evaluation Committee as suitable for classroom and recommended home listening by students. Informational materials are prepared, from time to time, for distribution in response to requests from teachers and supervisors concerning the use of radio and educational program recordings. In addition, recommendations as to teaching methods to be used in special situations are provided to individual school people by correspondence.

Services Involving Educational-Program Availabilities and Production

Best known of the Radio Section's services in this category include operation of its FREC Educational Program Script and Transcription Exchange, publication of periodically revised catalogs listing programs available in script and transcription form from the Exchange, and announcing, in the *FREC Service Bulletin*, scripts and transcriptions available to schools from other sources. In addition, the Radio Section prepares various informational aids to educational program production, for distribution, on request, to local schools and college program-producing groups; and, from time to time, members of its professional staff are asked to consult with educational program directors of networks and commercial radio stations concerning the kinds of programs likely to be most immediately helpful to schools.

TABLE 4.—*Services provided by the Educational Uses of Radio Section, fiscal year 1946-47*

Materials or services provided on request	1946-47	1945-46	Grand total to date
1	2	3	4
SUPPLEMENTAL (INFORMATIONAL) MATERIALS:			
Radio program production aids.....	1,484	1,175	2,659
Radio bibliography.....	1,945	3,096	12,606
Directory of college courses in radio.....	1,016	1,850	6,975
Technical publications (loan circulation).....	139	134	6,557
FM for Education (Misc. No. 7).....	300	5,027	8,302
Standards for college courses in radio.....	500	2,000	2,500
Information bulletins on State-wide coordination of educational FM station planning.....	2,880	1,640	5,079
Information bulletins on educational station planning.....	500	351	851
Sound systems (Joint Committee's First Report):			
Mailings in response to requests.....	4,350		4,350
General mailing by FSA.....	24,000		24,000
Teaching with radio programs and transcriptions.....	1,750		1,750
All other free publications.....	6,706		6,706
Total.....	45,570	15,273	82,335
CATALOGS:			
Fifth edition script catalog.....	2,926		2,926
Transcription catalog.....	3,203		3,203
Previous catalog editions.....		2,551	38,238
Total.....	6,129	2,551	44,367
MISCELLANEOUS:			
Transcription circulation (program loans).....	3,482	2,481	16,542
Script circulation (program loans).....	9,265	6,329	361,651
FREC Service Bulletin (total copies).....	50,000	49,166	439,666
FREC program-listing service (<i>Scholastic Teacher</i>).....	50,000	9,300	69,198
Requests filled for technical advice, etc.....	525	502	2,416
States given requested FM system planning assistance.....	12	10	38
Individual requests for one or more services.....	21,001	16,438	124,240
Separate pieces of outgoing mail (exclusive of sound system booklets mailed by FSA).....	47,553	37,815	

Services Involving Administrative Planning for the Use of Radio

Each year, the Radio Section receives a great many requests from school administrators, supervisors, and local directors of education by radio for advice and recommendations involving administrative problems ranging all the way from that of fitting the use of radio broadcasts and recordings into the local school curriculum, to that of planning the development of a local educational FM broadcast station and deciding what its services should be.

Now, due to the steadily mounting interest in developing school-owned FM broadcast stations, the Radio Section receives an increasingly heavy demand for consultation service to State departments of education and to State-wide educational FM-station planning-coordination committees.

Services Involving Design, Selection, and Use of School Audio Facilities

Requests for assistance and advice related to the selection of audio equipment items needed for specialized educational applications are increasing in volume each year. Some of these can be handled through routine correspondence. Others require suggestions of special arrangements and modifications to meet conditions of use peculiar to individ-

ual schools, or even the re-design of standard equipment items. Manufacturers, too, are asking increasingly for assistance involving such things as suggestions for the development of new audio-equipment items for schools, and the improvement of existing items. In addition, the work of the *USOE-RMA Joint Committee on Standards for School Audio Equipment*, now in its third year, is continuing at an accelerating pace, with a second major report, *Recorders and Recorded Program Players for Schools*, now being printed for distribution in early October of 1947, and two new studies in progress.

Visual Education Section

The fiscal year 1947 marks the first full year of operation of the Visual Education Section on a permanent peacetime basis. The establishment of this section is in keeping with the early and continuing interest of the Office of Education in the newer tools of instruction. More than 15 years ago, the Office of Education pioneered in educational radio; later a specialist in Radio and Visual Education was added to the staff and a national survey was undertaken in cooperation with the American Council on Education. As a result of this survey, several publications were issued on the location of visual aids equipment, the utilization practices of schools, and the sources of teacher education in the field of visual education. For a time also the United States Film Service came under the administration of the Office of Education. As a part of the war training program, the Office of Education established the Division of Visual Aids for War Training, the primary responsibility of which was the production of visual aids to expedite the training of war production workers.

The establishment of the present Visual Education Section as the immediate successor to the Division of Visual Aids for War Training is, therefore, a logical manifestation of the interest the Office of Education has long had in the application of visual aids to education.

Visual aids in general may be defined as those instructional tools that combine instructional content and method and which present their content primarily through pictorial representations which may or may not use spoken or printed words. These include the sound and silent motion pictures, the sound and silent filmstrip, slides, charts, posters, and diagrams. Some authorities in the field would also include in this definition such things as excursions, school journeys, mockups, working models, and the like.

Visual aids taken as a whole offer a new medium of communication comparable in scope and content with the more traditional verbal language communication. This new medium of communication enables the educator to teach effectively content that heretofore was either

impossible or difficult to teach, and it enables the student to receive communication with a minimum of preparation.

The application of these aids to classroom instruction is generally called "visual education." Visual education includes all the problems involved in applying pictorial representation of content to instruction and more specifically includes the production, distribution, evaluation, administration, and utilization of motion pictures, filmstrips, slides, charts, posters, still photographs, and the like on all grade levels and in all subject-matter areas.

Visual aids when considered in relation to education pose many problems. These problems derive from (1) the newness and general lack of understanding of pictorial forms of communication; (2) the unique requirements of visual education in terms of buildings, equipment, personnel; (3) the complexity of the application of visual education to all the phases of educational work; and (4) the nature of the medium itself.

The long-range objectives of the Visual Education Section, in keeping with the functions and policies of the Office of Education are:

1. To promote the development of a body of research, statistics, and information that will indicate sound and effective lines of development.
2. To promote the study of the most effective principles of utilization and assist in the establishment of training courses in these principles for teachers and instructors.
3. To promote establishment of principles of production that make for more effective and efficient materials of visual education.
4. To seek the establishment of sound and effective procedures for the selection and training of the personnel who will serve as leaders in the field.
5. To promote the study and the formulation of principles regarding the most effective role of distribution of visual materials.
6. To provide the basic clearing house for educational institutions to secure information relative to all phases of visual education.
7. To provide the consultation, assistance, and guidance necessary to education to secure the optimum benefits through the use of visual aids.

These are long-range objectives. The immediate work of the section is dictated by the requests for information, guidance, and assistance that come from educational institutions and other organizations directly concerned. During the fiscal year 1947, the following represent the major accomplishments of the Visual Education Section:

Distribution of Films

The Visual Education Section continued the distribution of the visual aids produced by the Division of Visual Aids for War Training during the war period. Most of these films are directly applicable to the peacetime problems of vocational training and the demand for them continues without lessening. The appropriation act which

authorized the production of these visual aids provided that the prints should be sold at a price sufficient to return the cost of production. The following table shows the sales and the returns to the Government during the fiscal year 1946-47:

TABLE 5.—*Sales of OE films for the fiscal year 1946-47*

Date	Number of—		Money received
	Motion pictures	Filmstrips	
1	2	3	4
<i>1946</i>			
July.....	337	396	\$1,799.15
August.....	1,119	703	6,680.30
September.....	615	469	3,700.40
October.....	540	910	3,423.50
November.....	673	748	3,795.05
December.....	161	107	963.20
<i>1947</i>			
January.....	1,113	1,112	6,788.95
February.....	823	1,646	5,308.35
March.....	548	820	3,438.00
April.....	427	879	2,762.90
May.....	635	981	3,994.60
June.....	753	751	4,592.60
Total.....	7,744	9,522	47,247.00

The total sales to schools, industrial organizations, and foreign governments of the production program are given in the following table:

TABLE 6.—*A summary of the sales during previous years*

Fiscal year	Number of prints sold		Sums returned to the Treasury
	Motion pictures	Filmstrips	
1	2	3	4
1941-42-43.....	28,112	0	0
1944.....	3,038	1,250	\$12,951.75
1945.....	7,542	5,907	52,380.15
1946.....	6,990	7,662	42,420.50
1947.....	7,744	9,522	47,247.00
Total.....	53,426	24,341	154,999.40

All of these films are distributed through a commercial distributor awarded a distribution contract through Procurement Division of the Treasury Department on the basis of providing the greatest service to the schools at the lowest cost to the Government and to the schools.

The Visual Education Section has made available to the schools of this country, in addition to the visual aids produced by the Office of Education, approximately 713 sound motion pictures and 544 filmstrips produced by other governmental agencies for their own imme-

diate use but which are, nevertheless, of interest to schools. Approximately 5,000 such prints were purchased by the schools of the country during the past year.

The distribution of films requires the preparation and publication of catalogs, and during the fiscal year 1947 approximately 75,000 catalogs were mailed to schools and to groups interested in training. In addition there were approximately 110,000 mailings of specialized lists of titles specially selected for their application to specific courses of study.

The demand from foreign governments and organizations for films is constantly increasing, and the task of securing the necessary certification for import duty-free entry abroad has grown in size. During the year there were shipments of films to some 20 foreign nations.

Inquiries

During the year the staff handled a total of nearly 5,000 inquiries for information on the location of films, guidance in study in the field, location of institutions giving courses, guidance in developing teacher-training courses, suggestions on problems of school administration, and the like.

Advisory and Consultative Service

During the past year, representatives of the Visual Education Section served in an advisory and consultative capacity at audio-visual conferences, teachers' meetings, and study groups sponsored by educational institutions and professional organizations throughout the Nation. In addition, the chief of the section participated, as consultant and adviser, in several international conferences dealing with (1) the international exchange of educational film and audio-visual material on a duty-free basis, and (2) the role of educational visual materials in the development of international understanding.

Summary

The year 1947 was a year rich in development on both the national and international level, with a new awareness on the part of schools of the potentialities of audio-visual aids in education, and with a new understanding of the problems of the field of visual education.

SCHOOL ADMINISTRATION

OVER 31,000 MEN AND WOMEN are engaged in the administration of public-school education in this country. These administrators direct annually the expenditure of more than $3\frac{1}{2}$ billion dollars, the management of more than 8 billion dollars worth of school property, the employment of a million teachers and tens of thousands of other employees. Even more important, they are vitally concerned with the education of over 25 million boys and girls in an ever-expanding educational program that reaches from the nursery school through college to adult education. The administration of perhaps no other enterprise in America is so important to the progress and welfare of the citizens of this country.

The problems of school administration have so multiplied in recent years as to tax the ingenuity of our most competent administrators. Since the war, educational programs required adjustment because of returning veterans and youthful war workers. Other problems faced the administrator: The development of nursery school programs; the broadening of adult education; the redirection of vocational education; and the reorganization of curricula to provide an education for youth suitable to the modern world which is rapidly changing as a result of new developments in such areas as air transportation, electronics, radio, and atomic energy. Every phase of the changing educational program presents a challenge to the administrator which must be met. No program of education can advance far beyond the vision or the resources of technical skill and knowledge which the responsible administrator has at his command.

In an effort to improve the administration of education in the Nation, the Division of School Administration has made available, within its staff limitations, its resources of technical skill and knowledge to assist the States and in turn the localities with their administrative problems. The 1946-47 fiscal year was a busy one—44 State legislatures were in session. Thousands of administration problems required solutions. A multitude of new educational laws were passed by the several State legislatures. The resources in the Division of School Administration which provided technical consultative services on school legislation, pupil transportation, business management, finance, State school organization and administration, education of professional administrators, and school housing were taxed to the utmost, and the Division was able to meet only a small fraction of the requests from the field for greatly needed services.

Cooperative Working Relations with the Chief State School Officers

The United States Office of Education for many years has maintained an official and direct relationship with each chief State school officer and with each State department of education. The cooperative spirit which has developed during this time provides mutual advantages and real benefits to education. Such a relationship enables the Office of Education to exercise national leadership in the coordination of the study and activities of State departments of education on problems of common concern. This relationship is important because of the unique position of the chief State school officer and the State department of education in our democratic system of education.

The chief State school officer is the head of the public schools of the State, and with his staff is responsible for long-range planning and professional leadership on matters pertaining to education within the State. No other official agency is in the position to wield such influence for the improvement and advancement of education. The growth of State educational leadership has been one of the most significant developments in the history of American education. Its continuous improvement constitutes one of the major objectives of the United States Office of Education.

In addition to the regular relationships with the chief State school officers and State departments of education, the Division of School Administration has close working relationships with the National Council of Chief State School Officers, its executive committee and officers, and the Study Commission of the Council.

All chief State school officers are members of the National Council of Chief State School Officers. Through this organization it is possible to bring to bear the coordinated and unified efforts of those individuals officially responsible for education in the several States. The executive committee of the council meets several times each year and the council as a whole convenes once a year. The Director of the Division of School Administration serves as the liaison officer between the National Council and the Office of Education. During the year he met frequently with the officers and the executive committee and served as their consultant on plans and programs for the improvement of State systems of education and other problems of common interest.

More intensive study of current educational problems of Nation-wide interest is carried on through the Study Commission of the National Council. This Commission is composed of a State department of education staff member from each State, who has been designated by his chief State school officer. Members of the Division staff act as consultants to the committees of the Study Commission as they work

on individual studies. During 1947 the Study Commission and the Division of School Administration planned jointly two major projects: (1) The organization, functions, and services of State departments of education—a 3-year study; and (2) the reorganization of the entire record and reporting systems of schools involving the coordination of the local, State, and Federal systems—a 5-year study.

The program of research and study undertaken by the Commission during the year included the development of general policies and principles for (a) vocational education, (b) teacher education, (c) veterans' education, (d) guidance, and (e) education of exceptional children. In the prosecution of these studies, staff members of various divisions of the Office of Education provided consultative service to the committees of the Study Commission. The completed reports were approved by the National Council of Chief State School Officers at its annual conference and were published in the April and May 1947 issues of *SCHOOL LIFE*.

Education of Children Living on Federal Reservations

For many years the problem of the education of children living on Federal reservations and other Federally owned property has been left unanswered, with the result that thousands of school-age children were left to makeshift and inadequate educational arrangements. The number of such children increased rapidly during the war period because of the many acquisitions of land throughout the Nation by the Federal Government. Eleven Federal agencies with such properties under their jurisdiction were vitally concerned with this situation. At the request of a number of these agencies, the Office of Education held a series of 9 work conferences over a period of 2½ months for the purpose of formulating a satisfactory plan for the education of such children. Proposals for the solution of this problem growing out of the conference studies were incorporated by Members of Congress in bills introduced in the first session of the 80th Congress.

A comprehensive and detailed study of the entire problem of education of children on Federal reservations prepared by members of the staff of the Division of School Administration is contained in the document entitled *Emergency Educational Aid for Government Reservations. Hearings Before the Committee on Education and Labor, House of Representatives, Eightieth Congress, First Session, May 1947.*

State Department of Education Surveys

At the request of the Chief State School Officer of Rhode Island, the staff of the Division (1) made an appraisal of the existing organization and functions of the State Department of Education of Rhode Island;

and (2) outlined a program for the development and improvement of the services of the Department with a view to meeting long-term postwar educational needs of the State. The report, entitled "*Improving Education in Rhode Island*," was made to the Chief State School Officer in pursuance of the established policy of providing consultative service to the States.

A request for a study of the organization and services of the State Department of Education was received from the Chief State School Officer of Missouri. This study was initiated during the latter part of June 1947.

School Housing Services

It will require an estimated 6 to 8 billion dollars to provide urgently needed school plant facilities for the public elementary and secondary schools of this Nation. Because of manpower and material shortages during the war it was impossible to erect many new buildings and to properly maintain old ones. In consequence there is now a widespread demand for new facilities in areas of population growth, and for replacement of old and obsolete structures. It seems probable that in the years immediately ahead new construction demands will exceed those of any other period in our history. Probably in no other areas in school expenditures will there be such great need for adequate professional, technical, administrative, and consultative services.

Among the school housing services provided during the year were the following:

1. Assistance in the planning and preparation of a *Guide for Planning School Plants*, a publication of the National Council of Schoolhouse Construction.
2. Consultative services and assistance for 16 regional school housing conferences at which more than 5,100 officials of State and local school systems and colleges and universities participated. These conferences were devoted to school plant planning programs, surveys, plant insurance, custodial services, standards, heating and ventilating, lighting, and other school housing problems significant to the particular region.
3. Consultative services and assistance in the preparation of a *Guide for Planning Facilities for Athletics, Recreation, Physical and Health Education*.
4. Participation in plant planning conferences for urban colleges and universities.
5. Development of school plant planning programs with public-school business officials, the National Council of Schoolhouse Construction, and the American Association of School Administrators.
6. Completion of a study and the preparation of three articles upon *School Plant Safety*.
7. Completion of a study and the preparation of a bulletin on *Fire Exit Drills*.

8. Preparation of a bibliography on school plants.
9. Completion of a study on school maintenance.
10. Consultative services to State and local school officials on plant planning and on the types of services and materials available. The School Housing Section maintains close liaison with various specialists and associations such as: American Institute of Architects; National Fire Protection Association; National Board of Fire Underwriters; illuminating, heating and ventilating, and acoustical engineers; sanitary and plumbing specialists; and material and equipment supply dealers; and advises them of the types of materials and services needed for school plants.

At the request of the War Department, a member of the staff spent 10 weeks in Germany and Austria making a survey of the school-plant situation in these two countries. The report of this survey was used as one of the factors in determining educational programs in these occupied countries.

The program of services provided by the School Housing Section is geared to assist States in the development of State-wide school-plant programs; in the improvement in the selection of school sites; in the development of State and local standards for educational buildings and equipment and sound methods of financing new construction; and in the development of State and local maintenance, rehabilitation, safety, and operating programs.

School Finance Services

During recent years State school systems have been faced with great complexities not previously met in financing public schools. In the days when school programs were limited to short terms and a few subjects, and were designed for only a small number of children, problems of State school finance were relatively simple. Since that time, however, schools have been progressively expanded to meet the needs of all children and youth. The services they render are now a major function of government in every State, and funds for education constitute a major part of the State's revenues. In the wake of the war the problems of State school finance have been magnified and have become more difficult because of such complicating factors as the decrease in the value of the dollar; the larger share of the tax dollar which is taken by the Federal Government to pay for the costs of the war; extended and broader educational programs that must be carried on by the States; and increased enrollments. The problems of school finance are thus major and acute in every State in the Nation. The need for greater participation by the State in financing local programs must be recognized.

An awareness of this need resulted in the study by the Specialist in School Finance entitled, "*The Essential Features of a State Plan for*

Financing Schools." In addition to preparing this bulletin, progress was made in the project involving the description of the systems of school finance prevailing in the 48 States. Studies of 6 individual States were completed during the year. A bibliography on *State School Finance* which is an important tool for those concerned with the reorganization of State school finance programs was undertaken and partially completed.

The urgent need to modify and to reorganize their fiscal systems for education brought many requests to the Division of Administration for consultative service from individual States. As a consequence much time of the Specialist in School Finance was devoted to this important service.

Pupil Transportation Services

The safe and efficient transportation of 5 million school children involves the expenditure of more than 130 million dollars annually and constitutes a problem of the top rank in school administration. Moreover, in the years ahead all evidence points to a sharp increase in the number of pupils to be transported and in the amount of funds necessary to provide for this service.

Because of the relatively recent growth of pupil transportation services there are many parts of the Nation in which school administrators have not been able to plan adequately for them. It is vitally important that planning be done to increase the safety of the pupils being transported and to decrease transportation costs.

The Specialist in Pupil Transportation had as his objective the promotion, improvement, and development of sound State programs for the organization and supervision of pupil transportation; and during the year he has sought to collect and disseminate information and to provide consultative service which would assist States in the attainment of these ends.

During the fiscal year 1946-47 some of the major activities and projects in this field included:

1. Completion of a study and the preparation of a bulletin on *School Bus Maintenance*.
2. Completion of the surveys of pupil transportation in two counties in Florida, for the purpose of developing guides in survey techniques for use of State departments of education.
3. Completion and publication of the statistical study of pupil transportation in wartime from the records of the Office of Defense Transportation.
4. Consultative services for conferences of 11 Midwestern States studying special problems in the field of transportation.
5. Initiation and the planning of a project for the development of adequate records and reports on pupil transportation.

6. Improvement of materials in the Office of Education loan packets on pupil transportation. These materials which contain the information on best practices in the several States were made available to 46 State officials concerned with the administration of pupil transportation.
7. Participation in 2 State department of education work shops on pupil transportation.
8. Cooperation with the Research Division of the National Education Association in the preparation for publication of a bulletin on *Insurance in Pupil Transportation*.

School Legislation Services

The Specialist in School Legislation provided consultative service on many phases of school legislation to Federal, State, and local school officials, and to lay organizations and interested groups. He participated in many inter-Departmental conferences where legislative matters affecting education were under consideration. One such series of conferences was called by a committee of the Department of Justice to consider the development of model State legislation to facilitate the administration of the Federal lunch program in schools. The specialist also attended the annual meeting of the Legislative Committee of the Council of State Governments in Chicago for this same purpose. Another series of conferences was held to consider the problems of adequate educational facilities for children on Federal reservations and to formulate appropriate policies with respect to the education of such children.

The specialist served in an advisory capacity to State school officials in the planning of a survey of State legislation affecting the education of handicapped children. This conference was called by the Division of Elementary Education.

A research program in school legislation and its interpretation resulted in the gathering of information on the following subjects:

1. Enactments of the Seventy-ninth Congress relating to education.
2. High lights of 1946 State enactments relating to education.
3. Educational measures before the Eightieth Congress.
4. Issues in education as passed upon by the United States Supreme Court.

Teacher Salary Schedule Services

The exodus of teachers from public schools since 1940 has been without parallel in American history. Between the years 1940-41 and 1944-45, 350,000 teachers, in addition to the normal turn-over of 10 percent, left the public schools. This situation became a national hazard.

An underlying cause of this state of affairs involves teacher salaries and salary schedules. The need for the development of guides to assist

State and local school officials in making and implementing salary schedules became apparent. In order to be of assistance in this national problem, the Division of School Administration took steps to gather information, to develop over-all principles, and to provide consultative services which would be helpful to State and local authorities in solving the problem. As a consequence, a national work conference was held for the purpose of defining the basic principles of salary schedule making and to set forth the necessary steps for implementing a sound salary schedule program. The results of the work conference are being made available. Already, since this new service was inaugurated, more requests for consultative and advisory service have been received than can be handled.

Other Services

Other services provided by the Division of School Administration during the fiscal year 1946-47 included:

1. Preparation of Part I of the Educational Directory *Federal and State School Officers*.
2. Staff assistance in the establishment of a Veterans' Information Clearance Service in each State for the purpose of providing veterans with information regarding curriculum vacancies and housing accommodations in schools and colleges within each State.
3. Handling the school records of students who attended War Relocation Center Schools. More than 750 requests for the records of such students, chiefly from universities and colleges, were received and answered during the year.
4. Preparation of a number of articles and several bibliographies for publication in *SCHOOL LIFE* or other educational journals, bulletins, and yearbooks.
5. Assistance in the program involving the disposal of surplus property to the schools and colleges of the Nation as set forth in the following pages.

SURPLUS PROPERTY PROGRAM

THE DIVISION OF SURPLUS PROPERTY UTILIZATION, during the first quarter of the fiscal year 1947, and its successor, the Surplus Property Utilization Program in the Division of School Administration, during the last 3 quarters of the fiscal year, provided professional and technical services to the War Assets Administration, the Army, the Navy, and the 48 State Educational Agencies for Surplus Property in the disposal of federally owned surplus and donable property, both real and personal, to both public tax-supported and private nonprofit tax-exempt educational institutions of all levels. A staff of 200 was employed during the first quarter and 100 during the last three quarters.

Professional and technical services to the War Assets Administration were furnished in the various special discount programs, and in the disposal of real property to educational institutions. The services included the furnishing of data relative to the needs of educational institutions for personal property and the determination of the adaptability, utilization, and need for real property requested by individual institutions.

Professional and technical services were furnished to the Army and Navy in locating, screening, and freezing excess donable property for educational claimants. Allocations were made between States of all such available property, and applications approved on the basis of need and utilization. Several special programs were maintained for the Signal Corps, the Chemical Corps, and the Army Air Forces.

Advisory services were furnished to the 48 State Educational Agencies for Surplus Property in their continuous revision and adaptation of procedures necessitated by changes in WAA, Army, and Navy regulations, and in the development of procedures by the State Educational Agencies for consolidated State purchases by means of revolving funds and the establishment of central warehouses.

Real Property

During the fiscal year 1947 approximately 800 applications, submitted by educational claimants for real property, were reviewed and recommendations made to War Assets Administration on the basis of independent investigations and surveys to determine the need for and the utilization of the real property for educational use. The appli-

cations included both intact transfers (transfers of land and buildings, including personality) and war housing transfers (buildings to be moved off site).

Consultative and Advisory Services to War Assets Administration, Army and Navy

Continuous services were rendered during the fiscal year 1947 to the War Assets Administration relative to the acquisition of surplus property by eligible educational institutions. These services included professional advice in regard to: Kinds of property which schools could effectively utilize; procedures by which eligible claimants could acquire surplus property most effectively, particularly through the State Educational Agencies for Surplus Property; and potential needs of eligible claimants. Professional services were rendered to the War Assets Administration in special programs such as the nominal pricing programs for self-recording theodolites, metal-working machinery, child-care equipment, optical instruments and accessories, tracing paper, and maps.

Army and Navy Donation Program

The Army and the Navy donation programs also were implemented. Approximately 400 "accredited assistants" were assigned by the Office of Education to assist its field representatives in the location, screening, and freezing of donable Army and Navy equipment at approximately 500 Army and Navy installations. These "accredited assistants," under the supervision of the field representatives, prepared lists of donable property to be allocated to the various States and then to the institutions within the States. Property reported on these lists was allocated to 48 States and the District of Columbia. The estimated acquisition value of the donable Army and Navy property contained in these lists was \$150,000,000.



